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ANNUAL REPORT - DEPT. OF PUBLIC WELFARE
July 1, 1948 - June 30, 1949

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THE COMMONWEALTH OF MASSACHUSETTS :↑ DEPARTMENT OF PUBLIC WELFARE

(Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-ninth Annual Report of the Department of Public Welfare, covering the year from July 1, 1947 to June 30, 1948, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

| Date of Original Appointment | Name | Residence | Date of Expiration |
|------------------------------|-------------------------|---------------|--------------------|
| 12/ 1/35 | Mrs. Vincent P. Roberts | Chestnut Hill | 1/31/51 |
| 9/ 8/43 | Rev. James H. Doyle | Boston | 1/31/50 |
| 2/20/46 | Albert F. Doyle | Brockton | 1/31/50 |
| 2/20/46 | Rabbi Levi A. Olan | Worcester | 1/31/49 |
| 4/ 9/47 | Robert W. Bodfish | Longmeadow | 1/31/49 |
| 2/11/48 | Miss Ida M. Cannon | Cambridge | 1/31/51 |

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THE COMMONWEALTH OF MASSACHUSETTS:

↑ DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Thirtieth Annual Report of the Department of Public Welfare, covering the year from July 1, 1948 to June 30, 1949, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

| Date of Original Appointment | Name | Residence | Date of Expiration |
|------------------------------|-------------------------|------------------|--------------------|
| 12/ 1/35 | Mrs. Vincent P. Roberts | Chestnut Hill | 1/31/51 |
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| 2/11/48 | Miss Ida M. Cannon | Cambridge | 1/31/51 |
| 2/23/49 | Ben G. Shapiro | Brookline | 1/31/52 |
| 2/23/49 | Ralph Igoe | North Brookfield | 1/31/52 |

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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House
Robert P. Curran, Director
Albert E. Howell, Chief Supervisor
Subdivision of Social Service
Flora E. Burton, Supervisor
Subdivision of Appeals
Louis R. Lipp, Supervisor
Division of Child Guardianship, Room 43, State House
Marion A. Joyce, Director
Esther Hill, Assistant Director
Bureau of Accounts
Clarence A. Bingham, Supervisor
Bureau of Incorporated Charities, 15 Ashburton Place
Florence G. Dickson, Supervisor
Bureau of Research and Statistics
John F. Mungovan, Acting Supervisor

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury
C. Winthrop Houghton, M.D., Superintendent
Massachusetts Hospital School, Canton
Donald C. Gates, M.D., Superintendent

REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This is the thirtieth report rendered by the Department of Public Welfare since the departmental reorganizational act of 1919, at which time the Department was created to succeed the State Board of Charities.

During the year, the transfer of the Division of Juvenile Training and the three industrial schools to the newly created Youth Service Board was completed. The Department now administers its principal functions through two major divisions—the Division of Aid and Relief, which is responsible for carrying out those provisions of law which relate to public assistance and to the care and maintenance of adults; and the Division of Child Guardianship, which is responsible for carrying out the laws which relate to the care and maintenance of children. In addition, the Department has general supervision over two institutions—the Massachusetts Hospital School (for crippled children) at Canton; and the Tewksbury State Hospital and Infirmary.

The trend experienced in recent years of increased case loads and expenditures continued in all categories of public assistance. During the year, \$92,514,225 was expended on the combined Old Age Assistance, Aid to Dependent Children, and General Relief case load. This represents an all-time high in expenditures, and an increase over the previous year of almost \$14,000,000. The increase over the previous year, while due partly to additional cases coming on the rolls, must be ascribed chiefly to increases in individual payments necessitated by the rise in the cost of living. The impact of this rise in expenditures from 1947-1948 was cushioned in great measure by the action of the 80th Congress in further liberalizing the Federal matching provisions on Old Age Assistance and Aid to Dependent Children. The following table indicates the extent to which Federal, State and local moneys were involved in meeting public assistance costs during the past two fiscal years and demonstrates that the greatest increase in expenditures (22.8%) occurs in the amount of Federal financial participation.

EXPENDITURES FOR PUBLIC ASSISTANCE IN MASSACHUSETTS

July 1, 1947 to June 30, 1949

| | Year Ending | | Change |
|--------------------------------------|---------------|---------------|--------|
| | June 30, 1948 | June 30, 1949 | % |
| TOTAL EXPENDITURES (3 categories) | \$78,519,978 | \$92,514,225 | +17.8 |
| FEDERAL | 27,477,538 | 33,730,803 | +22.8 |
| STATE | 29,071,878 | 33,212,075 | +14.2 |
| LOCAL | 21,970,562 | 25,571,347 | +16.4 |

In the Division of Child Guardianship, a slight increase in case load was noted. The year closed with 6,249 children in care, only 26 more than were in the Department's care at the close of the previous year. However, as this was the first full year in which the most recently established rates for compensating foster mothers for board were in effect, expenditures were considerably ahead of previous years.

This was the first complete year during which the Division of Child Guardianship functioned on a decentralized basis. The results have been highly satisfactory and are outlined in detail in the report of the Division. The remaining steps toward perfecting the plan of decentralization consist of (1) combining the public assistance and Child Guardianship personnel of the Greater Boston Districts into a single unit, and (2) decentralizing the unit which is responsible for licensing private homes for children. Plans are under way to accomplish both of these steps within the next few months.

Slight decreases were noted during the year in the activity of several units of the Department. The 793 petitions for adoption investigations referred to the Department by the Probate Court represented a decrease of 38 from the previous year. The 1,672 requests for fair hearings received by the Subdivision of Appeals represented a decrease of more than 500 from the previous year, during which time an extraordinary number of appeals had been received because of major budgeting revisions which had been placed in effect.

The most important legislation enacted during the year was a law relating to the adjustment of Old Age Assistance allowances. This statute (Chapter 638 of the Acts of 1948) requires automatic adjustments in Old Age Assistance payments semi-annually, providing that a 5% change from the period of the most previous adjustment has been reflected in the Index. The initial application of this law in October, 1948, made it necessary for the Department to require that an increase of 8.3% be made by local Boards of Public Welfare in the assistance payments of all recipients of Old Age Assistance. By policy, the same cost of living adjustment has been applied in the Aid to Dependent Children program.

Probably the most important activities of the Department during the year related to various steps taken to improve the methods of administration in local Boards of Public Welfare. Among the points worth discussing are: (1) The formation of the first local welfare district; (2) negotiations on the Merit System representatives of the Federal Security Agency; and (3) the release by the Department of a handbook outlining comprehensive standards for administration.

ESTABLISHMENT OF FIRST LOCAL WELFARE DISTRICT

In 1938, the Legislature enacted a law which enabled two or more towns to form a public welfare district in order to bring about the employment of suitable personnel to carry out the duties imposed by Chapters 117, 118, and 118A, which are the laws relating to public assistance. State reimbursement of one-third of the cost of necessary salaries and expenses of the persons employed by them would be provided to such districts. Additional Federal reimbursement for administration is available to the towns so that the local share of the administrative expense of such a unit of towns would be approximately one-sixth of the total.

During the ten years that this statute has been in effect, the Department has made numerous attempts to encourage small towns to avail themselves of the advantages of this law, but little success could be reported except that in a few regions, towns hired on a part-time basis a welfare worker who had similar part-time employment arrangements with another community. It was not until the fall of 1948 that the Department succeeded in interesting four towns in the western part of the State in the formation of a welfare district. The District Office and the local agencies concerned were able to work out the mechanics of organization, and the plan was presented

at the annual meetings of the respective towns. The district which is known as the "Public Welfare District of Conway, Deerfield, Sunderland, and Whately", came into existence on April 1, 1949. The progress of this district will have great bearing in the future on the action to be taken by the 100 or more towns which could also take advantage of this legislation. Welfare districts of this kind will do much to overcome many of the obstacles seen by the Federal Security Agency in the administrative set-up of this Commonwealth. Such a district can employ only Merit System personnel. This has been one of our most pressing problems during the past two years in our negotiations with the Federal Security Agency.

CONFERENCE WITH FEDERAL OFFICIALS

Since October, 1946, when the Federal Security law was amended to provide greater reimbursement to the states for the cost of administration in Old Age Assistance, the Department has had numerous conferences and discussions with Federal officials concerning the need for standards of administration in local Boards of Public Welfare. While the Department agreed in principle with most of the demands which Federal officials were making, serious doubt arose as to the Department's legal authority under the statutes to impose many of the requirements outlined by the Federal Security Act on local units of government. This was particularly true in connection with certain Federal requirements known as Standards for a Merit System. The most controversial point was a requirement that members of Boards of Public Welfare could not perform staff functions or participate in administrative duties on Old Age Assistance and Aid to Dependent Children.

While the laws have been amended in recent years to take advantage of Federal funds for assistance, there has been no legislative change in the basic pattern (which survives since Colonial times) under which each local unit of government is responsible for administration of the welfare program. It is not easy to reconcile the autonomy existing in town government as established by the General Laws, and the requirements for administration as now imposed by the Federal Security Agency. The towns look upon many of the Federal requirements as an unwarranted intrusion upon the concept of town government as established by the founding fathers.

The Department, in attempting to develop a set of standards for administration to meet the requirements of the Federal Security Agency, could not of course violate the General Laws of the Commonwealth. After prolonged correspondence and numerous conferences with the Regional Office representatives, a committee consisting of the Director of Civil Service, the Chairman of the Commission on Administration and Finance, who was representing the Governor; and the Commissioner, was formed to examine the statutes in relation to the requirements of the Federal Security Agency. It was the considered judgment of this committee that the requirement of the Federal Security Agency, which in effect holds that Board members cannot perform staff functions, is in direct conflict with the statutory provisions which vest responsibility for administering assistance in the Board of Public Welfare. It was further agreed that any such proposal on the part of the Commonwealth which was not based upon the necessary statutory revisions would be resisted because of the traditional responsibilities vested by law in Boards of Public Welfare.

As the year closed it became increasingly evident that the Federal Security Agency could not be wholly reconciled to the Massachusetts' system under which small-town Board members participate in the administration of assistance. An additional problem concerns twelve municipal departments in which an appointed member of the Board of Public Welfare acts as the executive head of the agency without benefit of Civil Service. Eventually legislation will be needed in order that the deviations currently found in this State's application of the Merit System can be corrected.

RELEASE OF HANDBOOK GOVERNING STANDARDS FOR ADMINISTRATION

While the Department was unable, as previously outlined, to meet the Federal requirement that all persons engaged in administering assistance should be employed under the Merit System, the vast majority of the requirements imposed by the Federal Security Agency relative to administration of public assistance were met through the release by the Department in June of a Handbook covering standards of administration for local Boards of Public Welfare. This Handbook (63 pages, mimeographed) becomes effective July 1, 1949, and establishes for the first time detailed standards in areas where heretofore the Department exercised no jurisdiction. A most important aspect of the Handbook relates to the requirement that each Board of Public Welfare establish a Personnel Practices Plan covering hours of work, sick leave and vacation, and adopt minimum methods of controlling and reporting these factors. Another important factor of the Handbook is that which establishes standards for the size of staff of local agencies. Ranges have been established which govern the number of social workers, supervisors, clerical workers, etc. which can be employed by a local agency. The case load of the agency is the basic test for determining the number of workers permitted. The Handbook also includes standards governing administrative expenditures for office equipment, travel, and office facilities.

The authority for enforcing the many requirements outlined in the Handbook rests in the fact that the Department can outline the conditions under which Federal funds will be made available to local agencies for administration purposes. Actually the Department does not insist upon a local agency adopting these standards but agencies which fail to conform cannot claim the Federal administrative funds.

By and large, cities and towns will welcome the fact that the Department is establishing uniform methods of administration. Particular interest has been shown in the Standards for Size of Staff since many agencies in the past have been unable to secure the appropriations with which to acquire additional workers who are obviously needed. Case loads of 300 or more are being carried by the social workers in some of the large cities. A number of other communities employ no stenographic help so that social workers are required to do all of the office and clerical work connected with their case load, in some instances maintaining handwritten case histories.

The greatest resistance to the Standards will undoubtedly center about the minimum work week of 35 hours which has been prescribed by the Department as the basis for maximum Federal matching. Reimbursement for salary expenditures of agencies which work fewer hours is reduced proportionately. It appears that of the 39 cities, 7 work less than 35 hours weekly. In addition, many of the towns have shorter work weeks, a few requiring employees to work less than 30 hours weekly.

DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement
Subdivision of Social Service to Tewksbury
State Hospital and Infirmary
Subdivision of Appeals

The reports of the supervisors of these subdivisions are
herewith submitted.

DIVISION OF AID AND RELIEF
Robert P. Curran, Director

The year was marked by a continued rise in the number of cases receiving assistance in all categories. This is a continuance of the experience which has been noted throughout the entire readjustment period. Again, as in the past three years, the rise in expenditures, however, has been a matter of greater concern than the rise in the number of cases. While gross expenditures were up during the fiscal year in the amount of \$13,994,247, the impact of this rise in cost was cushioned in great measure by the action of the 80th Congress in further liberalizing the Federal matching provisions on Old Age Assistance and Aid to Dependent Children. The Old Age Assistance ceiling for Federal matching purposes has been increased from \$45.00 to \$50.00. As a result, the Commonwealth received during the fiscal year almost 34 million dollars in Federal reimbursement, an increase of \$6,253,265 over the previous year.

As previously stated, the increase in assistance costs was due not so much to additional cases being added to the rolls, as it was to the increases which are granted in order to enable assistance recipients to meet rising costs for consumption items. Since 1941, the Department has periodically conducted a cost study of consumption items and revised the standard budget allowances for the food, fuel, clothing, and personal care items in accordance with price changes. During this fiscal year, a new method has been adopted by virtue of a law passed by the Legislature. This statute, Chapter 638 of the Acts of 1948, in effect ties assistance payments on Old Age Assistance to the cost of living so that the figures compiled by the State Bureau of Necessaries of Life are used as the basis for determining whether a change in assistance payments is to occur. In fairness to other recipients, the Department has extended the new law, by policy, to the Aid to Dependent Children category, and has recommended to local Boards of Public Welfare that similar application of the cost-of-living adjustment should be made in establishing the amount of assistance to be granted to recipients of General Relief. When the new law became effective, it was determined that an 8.3% adjustment in the budgetary grants of recipients was required. These adjustments went into effect September 1, 1948. The law specifies that the adjustment shall be on the entire assistance budget and not on the individual items which comprise the budget.

A noteworthy aspect of the new law is that it has simplified considerably the problem of adjusting assistance grants in accordance with changes in living costs. Heretofore, it has been necessary for local agencies to review completely the entire assistance plan for the family, taking into consideration the number of persons residing in the family unit, living arrangements, and numerous other factors. As a result, except in the smallest agencies, the activity and paper work required made it impossible for a budgetary adjustment to be effected simultaneously throughout the Commonwealth. Of course, Department regulations made it mandatory that all persons be granted the new allowance as of the same date. In consequence, it was necessary for many thousands of cases to be given retroactive payments which adjusted the assistance payment over a period of four to ten weeks. The new law has been welcomed on all sides because of the facile method which it presents for adjusting assistance payments. After the initial adjustment which occurred in September, the cost-of-living index levelled off in subsequent months so that no further adjustment was required during the year. (The law specifies that semi-annually an upward or downward revision in assistance payments shall occur if there has been a 5% change in the cost-of-living index from the period when the last adjustment occurred.)

One of the most important activities of the Division during the year was the development, release, and consequent follow-up work centering around the area of authorization of public assistance. The Department's own observation, together with certain Federal representations made to us as the result of Federal case reviews in recent years, pointed to the need for clarification and strengthening of the methods used in many agencies for authorizing and expending funds for assistance purposes. The differences which are found among Boards of Public Welfare in both size and organizational setup continually make difficult the problem of achieving uniform methods of administration. In smaller communities where the members of the Board of Public Welfare administer assistance without the benefit of a paid worker, wholly unacceptable methods of authorization were employed. The large cities, for the most part, had adequate and well-worked-out fiscal methods, but, in several instances, were found to be deviating from the accepted basis of authorization due to the desire of securing Federal participation in certain types of payments for which Federal matching is not available. The middle-sized communities, which are the most numerous, presented such a diversity of administrative patterns that variable methods of expending and authorizing funds were to be expected.

In its release, known as State Letter 34, the Department promulgated an entirely new set of standards relative to authorizing public assistance. This material not only strengthened the controls relative to authorization but restated in most forceful terms the type of investigation and recording which must occur prior to the time when an expenditure is authorized; the precise methods to be used in protecting the rights of recipients, both as to notice of actions which are taken and the right of appeal; the basis for Federal matching of various types of payments, including the heretofore unclear provisions relative to delayed and retroactive payments; and numerous other provisions. The Department, in establishing these new regulations for local agencies, made a serious effort to eliminate such prior requirements as were considered dispensable. The typical change related to the repeal of the rules formerly in effect which governed submission to the Department of a notice of assistance on Old Age Assistance and Aid to Dependent Children. For many years, the Department required that a "notice of assistance granted" be received in the State office within ten days after the initial award. Frequently, this requirement worked a hardship. The penalty for late notice was complete disallowance of reimbursement for the period during which the delay occurred. The simple provision now in effect not only gives the local agency ample time for submitting a notice of assistance granted but provides for no penalty except in cases where the agency refuses to submit a notification of assistance granted.

Two minor but highly important statutory changes relative to methods of paying public assistance were put into effect in connection with the revised authorization procedures. These laws require:

- (1) That payments to Old Age Assistance recipients shall be made semi-monthly and in advance. This legislation was sought by the Department because many communities paid assistance recipients in arrears and considerable difficulty arose when recipients moved between communities which had different methods of paying assistance.
- (2) Direct payment to hospitals of hospitalization expenditures incurred on the Aid to Dependent Children program. This legislation also had been recommended by the Department since it facilitates the method of payment and because virtually no Federal moneys are involved in hospital payments on Aid to Dependent Children due to the fact that the basic maintenance grant to the family in almost all instances exceeds the Federal matching ceiling.

An important piece of legislation which unfortunately was not enacted would have allowed direct payments to hospitals on the Old Age Assistance program. Under the present law, it is necessary for Boards of Public Welfare to make hospital payments directly to a recipient of Old Age Assistance. This requirement is bothersome to the recipient since he in turn must endorse the check and arrange to pay the hospital bill, and in addition, creates the hazard of misuse of the funds by recipients, with the result that either the hospital bill remains unpaid or the Welfare Department locally is required to duplicate the payment.

The major responsibility of the Division in the field of public assistance is rendering supervisory services to local Boards of Public Welfare. Over a period of years, the Department has been adjusting and revising its method of supervising local agencies. There has been a gradual trend in the past five years away from the plan under which the Department reviewed and approved each new assistance case as it was accepted by the local agency. More and more emphasis has been placed by the District Offices and the field staff upon a review of the entire services of the agency rather than individual assistance cases. The past year might be considered the first in which an all-out effort was made to carry out supervisory services to local agencies through the use of the State Administrative Case Review. The basic plan of the Department calls for a biennial review in all agencies and a more frequent review in the larger agencies. Up to June 30, 1949, the State administrative case review has been completed in 185 cities and towns. These communities had a caseload of 35,308, and the number of cases reviewed was 4,119, or slightly more than 10%. The caseload represents more than half of the State caseload outside of Boston. Boston was not reviewed during the year by the State agency since the Federal agency, as part of its administrative case review, had selected Boston and four other communities (Chelsea, Lowell, New Bedford, and Provincetown) for review during this fiscal year.

The administrative case review is based upon two important fact-finding steps conducted by the field staff of the Department:

- (1) A sample of cases in all categories of assistance is selected and the cases chosen are subjected to close review and evaluation for purposes of testing conformity with the law and policies and the Standards of Assistance. In addition, an effort is made to determine the extent to which the local agency is rendering social service to the family and to evaluate the degree of skill used in planning for the family and recording the case history.
- (2) An administrative interview is conducted with the local officials, during which all aspects of administration are covered. This interview is made with at least the board and executive in each agency, but, occasionally, particularly in large agencies, involves further interviewing of supervisors, consultants, etc.

The administrative case review is a means to an end rather than an end in itself. The important accomplishments of the review are brought about as the result of the planning and follow-up work which is carried out. The final step in the review of each community consists of a conference with the local representatives, at which time the Department outlines its findings and recommendations. The more important findings and recommendations are then transmitted to the local agency in writing. Frequently, as the result of case review (Federal or State), an agency will secure additional staff workers or, in a rural community, acquire a paid worker for the first time. By and large, agencies have been found to be most cooperative in considering and following the recommendations made as the result of the Department's review.

Occasionally, disinterest and resistance are encountered. In one instance during the past year it was necessary to withdraw all Federal and State reimbursements from a large town because case review findings indicated a complete refusal on the part of the community to conduct even the minimum investigations required by statute, and an absolute lack of intention on the part of the local agency to secure staff which could carry out these responsibilities. Normally, however, less drastic sanctions are required. Individual cases which on review have been found to be out of conformity with State or Federal requirements are referred to the agency as "exceptions". The period of 30 days is allowed, within which the local agency can attempt to assemble evidence which might warrant the removal of the exception. When cases are found which are ineligible or in which payment in excess of, or less than, the amount warranted under the statutes has been made, a fiscal disallowance is taken on the case. The number of instances where this latter action is required, when compared to the entire number of cases reviewed, is extremely small.

The Department's efforts to improve local administration through the use of the case review process should be greatly enhanced in future years due to the adoption by the Department of standards governing methods of administration. As outlined in the Commissioner's report, Handbook #2, released in June of 1949, establishes criteria relative to personnel practices, hours of work, and size of staff. In the past, field workers of the Department have been somewhat handicapped in attempting to recommend administrative and organizational changes to local agencies because of the lack of an approved standard to guide them in this important aspect of the work.

The most difficult problem of administration in Massachusetts centers around the small communities whose caseloads do not warrant the employment of full-time Civil Service personnel. Approximately a hundred of the towns have combined caseloads on all programs of 50 or less. Many communities have caseloads of 10 or less. For the most part, the members of the elected Board of Public Welfare or selectmen administer public welfare in these small towns. These officials usually carry on the work as a matter of expediency and purport to have little interest or knowledge of the details of the job. There is virtually no financial incentive as many of the small town officials receive no additional compensation for the work performed. Case records in many of these communities are wholly inadequate. The home visitations which are required by statute rarely occur. While there is little evidence that money is wasted in the administration of public assistance in these small towns, it can be fully demonstrated that the programs are inefficiently and improperly administered. Recipients frequently do not receive the full amount of assistance which the State law requires shall be given to them. The helpful service and counsel which is available to recipients in larger communities with employed staff is rarely given. The problem cannot be completely remedied except through legislation. The solution appears to be (and this is confirmed by the recommendations of the Recess Commission on Public Welfare, House #2276, 1949) to extend Civil Service coverage to all positions which in any way relate to the administration of public assistance. There is also need for further encouraging the formation of welfare districts in rural areas by simplifying the law under which communities can combine for purposes of hiring a welfare staff and also increasing the financial incentive by providing higher Federal and State participation in the cost of such districts.

In recent years the Department has not filed any legislation in connection with its Annual Report because it was believed that all efforts toward improving and clarifying the statutes should be channeled through the various Recess Commissions studying Public Welfare legislation. However, because of a unique problem which has arisen in connection with the interpretation of the real estate ownership provisions of the Old Age Assistance Law, legislation is filed with this report which is designed to rectify a

somewhat difficult situation. The Old Age Assistance Law provides that persons who own real estate used as a home shall be eligible for assistance provided that a mortgage bond is given to the Board of Public Welfare in instances where the "equity", based on assessed valuation, averages more than \$3,000 during the five years prior to application. For several years, the Department interpreted the word "equity" as appearing in the law as if it were synonymous with the word "ownership". However, a rather startling Attorney General's Opinion has been received to the effect that the word "equity" appearing in the Old Age Assistance Law is synonymous with "equity of redemption" and that persons whose real estate is not already subject to a mortgage and who consequently have ownership "in fee simple" are not eligible for Old Age Assistance. Since it is obviously not the intention of the Legislature to deprive persons with small homes not encumbered with mortgages of the benefits of Old Age Assistance, legislation is proposed which will substitute the word "ownership" for the word "equity" in section 4 of the Old Age Assistance Law.

SUBDIVISION OF SETTLEMENTS

The Subdivision of Settlements is engaged principally in investigating the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, the various State sanatoria, the Massachusetts Hospital School, and the Infirmary Department of the State Farm. In addition, general supervision is given to the activities of the settlement agents attached to each of the District Offices of the Department.

The Settlement unit is also responsible for representing the Department in litigation between cities and towns and the Commonwealth in matters relating to support and legal settlement.

The following table is a summary of the work accomplished for the year ending June 30, 1949 in the examination and investigation of settlements of persons at the various State institutions. The figures indicate the exact work accomplished during the fiscal year. Consequently the figures appearing in each column are reported independently and can only be totalled vertically.

| <u>Institutions</u> | <u>Examina- tions</u> | <u>Orders Issued</u> | <u>Settle- ments Found</u> | <u>No Settle- ment</u> | <u>Orders with- drawn</u> |
|---|---------------------------|--------------------------|------------------------------------|--------------------------------|-----------------------------------|
| Tewksbury State Hospital and Infirmary | 1592 | 526 | 396 | 105 | 13 |
| State Farm | 3 | 5 | 3 | 2 | 0 |
| Lakeville State Sanatorium | 176 | 154 | 140 | 4 | 0 |
| No. Reading State Sanatorium | 106 | 86 | 81 | 8 | 0 |
| Rutland State Sanatorium | 226 | 84 | 57 | 15 | 0 |
| Westfield State Sanatorium | 114 | 103 | 96 | 3 | 0 |
| Massachusetts Hospital School | <u>61</u> | <u>56</u> | <u>42</u> | <u>5</u> | <u>0</u> |
| <u>TOTALS</u> | 2278 | 1014 | 815 | 142 | 13 |

Total cases pending June 30, 1949 - 130

ANNUAL REPORT OF THE SUBDIVISION OF SOCIAL SERVICE FROM

JULY 1, 1948 -- JUNE 30, 1949

The daily average census of patients at Tewksbury State Hospital and Infirmary for this year was 1911 compared with 1864 in 1948 and with 1028 in 1947. These fairly low population figures would hopefully suggest that the great numbers of transient men of pre-war days have found work, with unemployment compensation to help them through slack periods, and that local boards of public welfare now assist the unemployed and homeless men with general relief which gives them an opportunity to find work, whereas formerly they were sent to the institution to spend a rather demoralizing lazy winter, away from job possibilities. The shelter at Tewksbury for 600 men has not been opened since 1942 and it is hoped that it never will open again. There are a certain number of homeless men who continue to return frequently because of alcoholism and are not police problems but are sick from drinking. Until the Commonwealth provides a hospital and a treatment center for alcoholism the Infirmary will continue to treat them as sick persons needing medical care. A group of Alcoholics Anonymous was started with leaders from nearby cities, hoping it would be helpful to the men, but unfortunately the attendance waned and it disbanded. For any individual patient who would like assistance the former leaders are very glad to come when called. This decrease in the transient floating population gives the hospital more opportunity to develop hospital wards for the chronically ill and aged sick who are in great need of care and treatment and for whom the medical care resources are very few and expensive.

The application lists continue long and the demands from local boards of public welfare and hospitals for beds are constantly increasing. The discharges from the hospital wards are few and the vacancies usually come through deaths as patients with chronic diseases may live a long, long time. One bright cheerful, 54 year old woman patient with arthritis deformans has been in the Hospital thirty-two years, and there are many others who have been there long, long years. The future of Tewksbury State Hospital and Infirmary should be for the chronically ill and aged sick, the wards should be modernized and enlarged to have sun rooms and day space for these people, for whom it is and will be, their home for years. The treatment facilities should be increased, more physiotherapy and more occupational therapy are much needed. With the present good medical and nursing services and some new equipment the institution could well be a supplementary hospital to the proposed chronic disease hospital for study and research under the Department of Health. There is in this institution a rare quality of individual care and kindness given to the sick by the nursing service that one seldom finds in hospitals to-day.

The Sub-division of Social Service is continually faced with the problems of applications for admission of the chronically ill which can only be met by a slow moving waiting list. For so many years the general public has regarded Tewksbury as limitless in beds and as it has never considered the service which must be at every bedside, it is sometimes impatient with the new procedure of limiting admissions. But even more difficult to meet are the applications for admission of mentally and physically defective infants whose parents are emotionally upset and with other children in the family the home situations become tragic. So often all that can be offered is understanding and sympathy and the hope that at some near future date the child may be admitted. All parents are referred to the Department of Mental Health and to Wrentham State School as the 60 to 70 beds at Tewksbury will never accommodate an accumulating waiting list of 127 children under two years of age. Occasionally parents can afford to board the child in an expensive private home of which there are two or three. Only ten of these helpless little ones died this last year, which means only ten babies were admitted.

The Maternity Ward has been unusually full this year; the unmarried women come for several months before and after confinement. The social problems involved are many and need careful case work service to help the mother and the child to accept her situation and to reach the best solution. More frequently than formerly the baby is boarded with the Division of Child Guardianship due to the fact that the many mothers who are not domestic workers can not find suitable boarding homes where they may live with the babies, that their own homes are not available to them, that they want to board the baby to prevent embarrassment, and that many are mentally incapable of assuming responsibility for the care or support of a child. Some of these babies, with the mother's consent will be placed for adoption in carefully selected homes by the Division of Child Guardianship after the baby has been observed and studied by the physician, psychiatrist and foster mother. This disposition for the baby who has no future with his mother or with his mother's family gives the child a permanent home where he will be loved, will be secure, and will have that most important feeling of belonging to the family.

The alleged fathers of these children are located if possible, interviewed by the Department's Attorney before any court action is taken so that he may have the opportunity to acknowledge his responsibility and in a signed agreement promise support for the child. If he refuses and there is evidence beyond a reasonable doubt of his responsibility, a warrant is taken out in the District Court for his arrest (see the statistical table).

The long time service for some of these unhappy young people reveals strength and character in overcoming great handicaps as for example:

B was a young, attractive, woman with average intelligence, had a good home, but was wayward and stubborn, became promiscuous, was arrested, sent to the Reformatory for "women for lewd conduct. Later B had two illegitimate children, the second born at Tewksbury State Hospital and Infirmary. The paternity of the child was doubtful. The first child remained with her mother. She wanted to place the second baby for adoption as her family wanted her to come home to support the first child. She was unwilling to cooperate in any plan, finally agreed to go to the House of Good Shepherd. B soon became restless, upset, lazy and wanted to go to work; at this point she was seen by the psychiatrist and decided to remain at House of Good Shepherd, and the mother, hoping better to understand her daughter, also went to the psychiatrist who continued to see the girl in the convent over a period of a year. After two years in which she has been to visit her family and her children, she decided to remain in the convent and join the Order of Magdalenes.

This case involves skilled case work not only with the girl at the hospital and in the community but with the family who were hostile to Tewksbury, the local board of public welfare who paid for the child's board, with the Division of Child Guardianship who placed the baby, the public health nurse who had known her and her family for years, the lawyer, the psychiatrist, the Reformatory worker the physician and nurses at Tewksbury State Hospital and the nuns at House of Good Shepherd.

The Statistical Tables which follow give some idea of the numbers of people in distress served by Sub-division but they can not express the thought, the skill, the care, the kindness, the patience and the understanding service which goes to all who come to Tewksbury State Hospital.

PATIENTS ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

JULY 1, 1948 - JUNE 30, 1949

TOTAL POPULATION - June 30, 1949 1826

Hospital

Men - - - - - 930
 Women - - - - - 323
 Boys under 15 - - - - - 69
 Boys over 15 - - - - - 13
 Girls under 15 - - - - - 59
 Girls over 15 - - - - - 27

Total 1421

Mental Wards

Men - - - - - 126
 Women - - - - - 279

Total 405

TOTAL NUMBER OF ADMISSIONS TO HOSPITAL WARDS 1537

Men - - - - - 1196
 Women - - - - - 196
 Children - - - - - 40

Births - - - - - 113

TOTAL NUMBER OF DISCHARGES 1555

Men - - - - - 1022
 Women - - - - - 150
 Children - - - - - 129

Deaths(24 insane) - - - - - 274

Age of Admissions of Women and Children

Under 1 yr. - - - - - 22
 1 - 6 yrs. - - - - - 9
 7 - 14 yrs. - - - - - 9
 15 - 21 yrs. - - - - - 71
 Over 21 yrs. - - - - - 125

Diseases of Women and Children on Admission

Under 1 yr. - - - - - meningocoele 5; hydrocephalus 3; myelomeningocoele 2; mongolian 12
 1 - 6 yrs. - - - - - cancer 1; hydrocephalus 1; heart 1; miscellaneous diseases 6
 7 - 14 yrs. - - - - - miscellaneous diseases 9
 15 - 21 yrs. - - - - - pregnancy 61; miscellaneous diseases 10
 Over 21 yrs. - - - - - pregnancy 46; cancer 14; heart 13; multiple sclerosis 4; arthritis 3; hypertension 3; miscellaneous diseases 42

Sources of Admissions of Women and Children

Boards of Public Welfare - - 127
 City Institutions Dept.(Boston) 56
 Lancaster Industrial School - 32
 Youth Service Board - - - - 4
 Belchertown State School - - 3
 W. E. Fernald State School - 3

Div. of Child Guardianship - - - - - 3
 Wrentham State School - - - - - 2
 Canton State School - - - - - 2
 Shirley Industrial School - - - - - 2
 Lyman Industrial School - - - - - 1
 Reformatory for Women - - - - - 1

Discharges - Women and Children

Relatives - - - - - 103
 Girls Parole Div.(24 chn)-- 53
 Div. of Child Guardianship - 42
 Employment - - - - - 21
 Settlement - - - - - 17
 Mental Hospitals - - - - - 8
 Absconded(left against advice) 7
 Belchertown State School - - 7

W. E. Fernald State School - - - - - 6
 Wrentham State School - - - - - 3
 Probation Officer - - - - - 3
 House of the Good Shepherd - - - - - 3
 Lyman Industrial School - - - - - 2
 Shirley Industrial School - - - - - 2
 Rutland Corner House - - - - - 1
 Monson State Hospital - - - - - 1

Age of Admissions of Men and Boys

| | |
|--------------|-----|
| 15 - 20 yrs. | 11 |
| 21 - 39 yrs. | 123 |
| 40 - 60 yrs. | 548 |
| Over 60 yrs. | 514 |

Diseases of Men and Boys on Admission

| | |
|--------------|--|
| 15 - 20 yrs. | Miscellaneous diseases 11 |
| 21 - 39 yrs. | Heart 13; alcoholism 12; no disease 6; T.B. 4; misc. 88 |
| 40 - 60 yrs. | Alcoholism 99; heart 69; arter. 33; no disease 22; T. B. 10; cancer 10; misc. 305. |
| Over 60 yrs. | Arter. 161; heart 76; alcoholism 23; cancer 16; no disease 11; senility 11; T.B. 7; misc. 209 |

Sources of Admissions of Men and Boys

| | |
|----------------------------------|-----|
| Boards of Public Welfare | 499 |
| City Institutions Dept. (Boston) | 685 |
| Shirley Industrial School | 6 |
| Rutland State Sanitarium | 2 |
| Grafton State Hospital | 1 |
| Youth Service Board | 1 |
| Westfield State Sanitarium | 1 |
| Div. of Child Guardianship | 1 |

Discharges - Men and Boys

| | | | |
|---------------------------------|-----|---------------------------|----|
| Absconded (left against advice) | 370 | Rutland State Sanitarium | 17 |
| Without investigation | 158 | Court | 14 |
| Relatives | 60 | Shirley Industrial School | 6 |
| Employment | 256 | Bridgewater State Farm | 4 |
| Old Age Assistance | 35 | Veterans Hospital | 13 |
| Settlement | 34 | Salvation Army | 1 |
| Mental Hospitals | 29 | Board of Health | 1 |
| Out of State | 23 | Deported | 1 |

SERVICES TO MEN

| | |
|--|------|
| Tewksbury State Hospital and Infirmary | |
| Patients Receiving Social Service Care | 886 |
| First Interviews | 573 |
| Conferences With Patients | 189 |
| " " Relatives | 503 |
| " " Hospital Staff | 3060 |
| Direct-Service Applications for Advice and Assistance at State House | 960 |
| Short Services | 830 |
| Case Work Interviews | 1466 |
| Office | 577 |
| City Institutions Department | 869 |
| Referred to Other State Divisions | |
| " " Boards of Public Welfare | 169 |
| " " Private Agencies | 154 |
| " " Relatives | 32 |
| " " Hospitals | 29 |
| " " Employment | 71 |
| " " Other States | 2 |
| Services to and for Persons in Community | |
| Visited in Home | 201 |
| Visited at Office | 432 |
| Referred to Hospital | 19 |
| Investigations in Community | 341 |
| Assisted to Employment | 74 |

SERVICES TO WOMEN

Tewksbury State Hospital and Infirmary

| | |
|--|------|
| Cases receiving Social Service Care | 236 |
| Case Work Interviews | 2466 |
| " With Patients | 946 |
| " Relatives | 440 |
| " Hospital Staff | 830 |
| " Other Social Agencies | 250 |
| Direct-Service Applications for Advice and Assistance at State House | 522 |
| Short Services | 440 |
| Office Interviews | 800 |
| Outside Interviews | 550 |
| Cases Under Supervision in Community | |
| Visited in Home | 300 |
| " at Work | 190 |
| " Elsewhere | 600 |
| " at Office | 750 |
| Visits to Hospitals | 105 |
| Interviews with Other Social Agencies | 265 |
| Other Services (Shopping, etc.) | 350 |
| Legal Work of the Attorney and Social Worker | |
| Case Work Interviews | 132 |
| " With Putative Fathers | 34 |
| " Attorneys | 32 |
| " Others | 22 |
| Agreements without Court Action | 13 |
| Marriages | 6 |
| Adjudications | 6 |
| Orders for Support | 4 |
| Money Settlements | 2 |

TRANSPORTATION FOR OUT OF STATE APPLICANTS

| | |
|------------------------------------|----|
| Number of Applications | 28 |
| Transportation Given | 25 |
| Transportation Not Given | 3 |

Referred By:

| | |
|---|----|
| Travelers Aid Society | 24 |
| Municipal Court Probation Service | 4 |

TRUSTEE ACCOUNTS

| | |
|---|----------|
| Money collected for support of children born out of wedlock at Tewksbury State Hospital | \$557.93 |
| Money paid out for support of children | 1361.97 |
| Bank Accounts for children .. Total 61 bal. 6/30/49 | 6938.46 |

Savings Accounts of former Tewksbury patients Total 52 bal. 6/30/49 \$9718.29

SUBDIVISION OF APPEALS

The Subdivision of Appeals is responsible for conducting fair hearings, as required by State and Federal law, in the programs of Old Age Assistance and Aid to Dependent Children. During the year, a total of 1884 appeals were filed by recipients of both programs - 212 from ADC cases and 1672 from OAA cases. Approximately 30% of the appeal decisions rendered were approvals, that is, cases decided in favor of the appellant. This approval figure is approximately the same as in previous years.

The year marked the retirement of Louis R. Lipp, Supervisor of Appeals since the formation of the Subdivision in 1939. Mr. Lipp completed fifty years of service with the Department prior to his retirement and was the oldest employee in point of service. Edmund H. Kelleher, an Appeal Referee, has been appointed Acting Supervisor of the Division.

The following are the statistics relative to appeals during the year ending June 30, 1949. It is noteworthy that on both programs more than one-third of the appeals filed were withdrawn. This is due to the effort made by the Department in recent years to require Boards of Public Welfare to reconsider and adjust cases on which an appeal is filed during the period while the appeal is pending. The Department reassures itself in each case of an appeal withdrawn that the recipient is satisfied with the action taken and that he receives the full benefits to which the law entitles him. However, the provisions relative to reconsideration and adjustment by local agencies dispense with the need for fair hearings in many cases and, generally, simplify the process for the appellant, local agency, and the Department.

OLD AGE ASSISTANCE APPEALS

CHAPTER 118A, Sec.3

| | |
|--|-------|
| NUMBER OF APPEALS PENDING JUNE 30, 1948 | 177 |
| NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD | 1,672 |

APPEALS ACTED UPON:

| | |
|---|-----|
| DENIED | 539 |
| APPROVED | 236 |
| Withdrawn | 759 |
| Failure to appear at scheduled hearings | 67 |
| Closed for various reasons | 54 |
| Died | 16 |

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

| | |
|--|-----|
| Present allotment meets budget of need | 269 |
| Sufficient resources | 63 |
| Excessive resources | 26 |
| Unsatisfactory explanation of the disposition of funds | 63 |
| Transfer of property (real and personal) | 35 |
| Lack of proof of essentials (age, citizenship and residence) | 26 |
| Wife's assets | 2 |
| Not deserving | 11 |
| Excessive insurance | 3 |
| Not in need | 12 |
| Ownership of property upon which not residing | 6 |
| Medical | 12 |
| Other | 11 |

| | |
|--------------|-----|
| <u>TOTAL</u> | 539 |
|--------------|-----|

OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1948 to JUNE 30, 1949 Continued

NUMBER OF APPEALS RECEIVED BY DISTRICTS: TOTAL 1,672

| | | | |
|-------------|-----|-------------|-----|
| District #1 | 132 | District #4 | 267 |
| District #2 | 125 | District #5 | 144 |
| District #3 | 176 | District #6 | 116 |
| District #7 | 712 | | |

NUMBER OF HEARINGS HELD: 1,419

NUMBER OF APPEALS PENDING JUNE 30, 1949: 204

AID TO DEPENDENT CHILDREN CHAP. 118, Sec. 8

| | |
|--|-----|
| NUMBER OF APPEALS PENDING JUNE 30, 1948 | 37 |
| NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD | 212 |

APPEALS ACTED UPON:

| | |
|----------------------------|----|
| DENIED | 70 |
| APPROVED | 57 |
| Withdrawn | 74 |
| Failure to appear | 8 |
| Closed for various reasons | 11 |

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

| | |
|--|----|
| Present allotment meets budget of need | 25 |
| Sufficient resources | 15 |
| Excess funds | 4 |
| Unsatisfactory explanation of expenditure of funds | 3 |
| Fitness | 12 |
| Duration of need not to exist more than three months | 3 |
| Lack of proof of residence | 1 |
| Incapacity or inability of husband to work | 2 |
| Medical | 1 |
| Other | 4 |
| TOTAL | 70 |

NUMBER OF APPEAL HEARINGS HELD DURING PERIOD 176

NUMBER OF APPEALS PENDING JUNE 30, 1949 26

A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1949

BUREAU OF RESEARCH AND STATISTICS

INSPECTION OF LOCAL INFIRMARIES

INSPECTION OF PUBLIC LODGING HOUSES

RECOMMENDATIONS FOR LEGISLATION

BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics is responsible for collecting, compiling, analyzing, and publishing statistics relative to the various public assistance and child care programs which are administered or supervised by the Department. The Bureau also prepares for the Federal Security Agency various reports required in connection with the administration of Titles I and IV of the Social Security Act (Title I - "Grants to States for Old Age Assistance", and Title IV - "Grants for Aid to Dependent Children".) In addition, the Bureau is frequently called upon for special reports or tabulations which usually describe some particular phase of the welfare program in more detail than can be obtained from the regularly published reports of the Bureau. Such organizations as chambers of commerce, taxpayers' associations, private welfare agencies, and universities frequently ask for data which the Bureau has available, and such requests are willingly received. Examples of some of the special studies and activities entered into during the past year follow:

A census of residents in licensed boarding homes for the aged.

Study and tabulation relative to local infirmaries and residents of such infirmaries.

A study of the concurrent receipt of Old Age Assistance and Old Age and Survivors' Insurance. (Requested by the Federal Security Agency.)

A study of the number of persons in receipt of General Relief otherwise eligible for Old Age Assistance except for the citizenship requirement. On the basis of this material, the Bureau was able to provide a fairly accurate picture of the potential number of transfers which would occur between the two programs if citizenship requirements were removed from the Old Age Assistance law.

A study to inquire into the effect of a proposal by the recodification commission, under which formation of welfare districts by small towns would become mandatory. The bureau made an analysis of possible groupings and differences in the cost of administering such welfare districts based upon a standard staff, and computed the estimated increase in expenditures by Federal, State, and local governments which could be anticipated if the law was enacted.

A study of alternate methods of grouping the cities and towns into new State welfare districts, conforming to District Court areas, which might be more practical to administer with the completion of the decentralization of the Division of Child Guardianship. The factors considered were case loads of the cities and towns, the accessibility of the proposed District Office locations, and the residence of the field staff with a view to economizing on travel expenditures.

A study of the Department's payroll system was made with a view to possible simplification or realigning of duties connected with payroll processing.

An inquiry into the functions of the Dependent Intake Section of the Division of Child Guardianship was undertaken to enable supervisors to improve this service.

An inquiry into alternative methods of providing clothing for children under care in the Division of Child Guardianship was undertaken.

An inquiry into the administrative problems in decentralizing the Licensing of Infant Boarding Homes unit was made.

In addition, numerous reports were prepared in connection with various bills filed before the Legislature, in which analysis was made showing the anticipated expenditures, effect on case load, and other important factors.

STATISTICAL DATA FOR THE FISCAL YEAR ENDING JUNE 30, 1949

The number of cases receiving assistance in each of the three categories continued to rise this year, following the trend which began in August 1945. Expenditures also increased due in part to increasing case loads but mainly to increased living costs which made necessary upward revisions in budgets.

The following tables show monthly data on each of the categories:

TABLE I

OLD AGE ASSISTANCE

July 1948--June 1949

| <u>Month</u> | <u>Number of Cases</u> | <u>Amount Expended</u> | <u>Ave. per Recipient</u> |
|-----------------|------------------------|------------------------|---------------------------|
| 1948 | | | |
| July | 88 887 | \$ 4 898 442 | \$55.15 |
| August | 89 169 | 4 883 718 | 54.77 |
| September | 89 365 | 4 926 906 | 55.13 |
| October | 89 949 | 5 280 342 | 58.70 |
| November | 90 497 | 5 482 799 | 60.59 |
| December | 91 156 | 5 603 044 | 61.47 |
| 1949 | | | |
| January | 91 381 | 5 568 125 | 60.93 |
| February | 91 914 | 5 577 770 | 60.58 |
| March | 92 267 | 5 609 306 | 60.79 |
| April | 92 626 | 5 657 302 | 61.08 |
| May | 92 984 | 5 709 134 | 61.40 |
| June | 93 230 | 5 696 494 | 61.10 |
| Total | | \$64 893 382 | |
| Monthly average | 91 118 | | \$59.35 |

TABLE II

AID TO DEPENDENT CHILDREN

July 1948--June 1949

| <u>Month</u> | <u>No. of families</u> | <u>No. of children</u> | <u>Amount expended</u> | <u>Ave. per family</u> | <u>Ave. per child</u> |
|--------------|------------------------|------------------------|------------------------|------------------------|-----------------------|
| 1948 | | | | | |
| July | 10 278 | 25 385 | \$ 1 048 971 | \$102.78 | \$ 41.32 |
| August | 10 258 | 25 322 | 1 040 747 | 101.46 | 41.10 |
| September | 10 332 | 25 384 | 1 050 559 | 101.68 | 41.39 |
| October | 10 463 | 25 511 | 1 136 344 | 108.61 | 44.54 |
| November | 10 588 | 25 866 | 1 180 358 | 111.48 | 45.63 |
| December | 10 720 | 26 167 | 1 233 796 | 115.09 | 47.15 |
| 1949 | | | | | |
| January | 10 813 | 26 364 | 1 249 938 | 115.60 | 47.41 |
| February | 11 026 | 26 834 | 1 253 694 | 113.70 | 46.72 |
| March | 11 221 | 27 368 | 1 277 792 | 113.88 | 46.69 |
| April | 11 433 | 27 835 | 1 306 339 | 114.26 | 46.93 |
| May | 11 613 | 28 275 | 1 309 947 | 112.80 | 46.33 |
| June | 11 790 | 28 754 | 1 330 111 | 112.82 | 46.26 |
| Total | | | \$14 418 596 | | |
| Mo. Ave. | 10 878 | 26 588 | | \$110.46 | \$ 45.19 |

TABLE III

GENERAL RELIEF

July 1948--June 1949

| <u>Month</u> | <u>No. of families</u> | <u>No. of single residents</u> | <u>Number of cases</u> | <u>Amount expended</u> | <u>Ave. per family</u> | <u>Ave. per single resident</u> | <u>Ave. per case</u> |
|--------------|------------------------|--------------------------------|------------------------|------------------------|------------------------|---------------------------------|----------------------|
| 1948 | | | | | | | |
| July | 5 831 | 10 446 | 16 277 | \$ 721 049 | \$59.94 | \$35.57 | \$44.30 |
| Aug. | 5 740 | 10 418 | 16 153 | 712 764 | 59.79 | 35.47 | 44.11 |
| Sep. | 5 833 | 10 347 | 15 180 | 703 219 | 59.79 | 34.74 | 43.77 |
| Oct. | 5 737 | 10 613 | 16 350 | 702 950 | 63.23 | 32.06 | 42.99 |
| Nov. | 5 888 | 10 748 | 16 636 | 804 046 | 70.52 | 36.13 | 48.33 |
| Dec. | 6 682 | 11 215 | 17 897 | 958 899 | 73.75 | 41.56 | 53.58 |
| 1949 | | | | | | | |
| Jan. | 7 383 | 11 624 | 19 007 | 942 402 | 67.41 | 33.26 | 49.58 |
| Feb. | 7 894 | 12 107 | 20 001 | 980 627 | 63.42 | 36.38 | 49.03 |
| Mar. | 8 460 | 12 710 | 21 170 | 1 145 743 | 75.82 | 39.63 | 54.12 |
| Apr. | 8 338 | 12 664 | 21 002 | 1 071 214 | 69.25 | 38.99 | 51.01 |
| May | 7 931 | 12 734 | 20 665 | 998 717 | 65.76 | 37.48 | 48.33 |
| June | 8 623 | 11 739 | 20 362 | 999 636 | 64.60 | 37.70 | 49.09 |
| Total | | | | \$10 746 266 | | | |
| Mo. Ave | 7 028 | 11 447 | 18 475 | | \$66.95 | \$37.12 | \$48.47 |

INSPECTION OF LOCAL INFIRMARIES

This report covers the period from January 1, 1949 to June 30, 1949. In the past the inspection of local infirmaries has been reported on a calendar year basis. As the result of this transitional six-months report, it will be possible hereafter for this activity to be chronicled as are the other reports of the Department on the fiscal year basis.

Sections 7 and 22 of Chapter 121 of the General Laws provide that the Department shall inspect annually all local infirmaries and report the findings with recommendations to the local Board of Public Welfare. In accordance with this law, 38 local infirmaries out of a total of 75 in the Commonwealth have been inspected in the six-months period covered by this report. The institutions visited had an approximate population of 1633 persons. Inspections were made by a staff of two workers who are registered nurses and who have had several years' experience in the Department in the work of licensing boarding and nursing homes for the aged.

The inspection visit is carefully planned, first by an appointment with the chairman or agent of the local Board of Public Welfare, and then a visit to the infirmary with a conference with the superintendent or matron. The inspection material is gathered on a schedule form supplemented by a narrative report of the inspector's observations, impressions, improvements in the past year, and recommendations. A summary of findings and recommendations is then sent to the chairman and agent of the local Board of Public Welfare. The recommendations may or may not be accepted and acted upon by the local Board of Public Welfare as the Department has no authority under the law to enforce its recommendations.

There are certain needs which are constantly brought to the Department's attention as the result of these annual inspections. Among the more important of these needs are:

Additional public safety and fire prevention inspection.

Additional trained personnel in those infirmaries which accept the chronically ill and aged sick patients.

Improvement in the food standards--more plentiful, better balanced and more nutritious meals.

Plant improvements--the buildings, in general, old; need many repairs and modern equipment.

Planned occupation for the residents and improved recreational facilities.

Community interest to support appropriations for alterations and improvements.

More adequate medical care.

Development of infirmaries to serve a region of towns.

The inspections also point to the advisability of discontinuing the operation of some of the infirmaries in the smaller communities. Thirty years ago, there were

a hundred more infirmaries operating in the State than are in existence at this time and yet there are still some small communities which could well discontinue the service.

It is hoped that this continuing service of inspection and visitation may be helpful and valuable to the local authorities as they consider the care of the dependent persons who may need shelter and nursing care in their communities. A local infirmary well equipped and well managed is sure to be a very useful resource in meeting the increasing demands for care of the chronically ill and aged, as exemplified by the infirmaries in Cambridge and Chicopee.

ANNUAL REPORT OF THE INSPECTION OF THE PUBLIC
LODGING HOUSES FOR 1940

A public lodging house is defined by law and the responsibility of the Department to inspect all such public lodgings is as follows:

Chapter 121, Section 1."Public lodging house", every building not licensed as an inn, having a capacity for housing ten or more persons, where persons are lodged without charge or at the rate of fifty cents or less for a day of twenty-four hours, or in return for any work, service or value rendered. "Wayfarers' lodge", every building, lodge, enclosure or establishment whether under public or private management, where wayfarers, tramps, wanderers, needy persons or persons out of work are habitually fed or provided with a place to sleep.

Section 7.It (The Department) shall visit and inspect, at least once a year, every wayfarers' lodge and every public lodging house in the commonwealth, and for this purpose may enter upon any premises where such lodge or lodging house is maintained at any time of the day or night.....

Section 20. Wayfarers' lodges or public lodging houses. It may consult with and advise individuals or officers conducting any wayfarers' lodge or public lodging regarding the conduct of the same and the best methods of serving the public welfare thereby, and may transmit a statement of its findings as a result of its inspection or consultation to any person, officer or board properly interested therein.

An inspection visit was made to each of the nineteen public lodging houses in the Commonwealth, and for each institution a detailed report was compiled. A letter of recommendations and comment was sent to the superintendent or board of each institution. In the city of Boston, there are twelve public lodging houses--ten for men and two for women. These provide a total of 802 beds for men and 106 for women. The Wayfarers' Lodge, the Temporary Home for Women, the Union Rescue Mission, the Merrimac Mission, and the Rutland Corner House for Women and Girls provide free shelter. The remaining fourteen facilities charge small fees ranging from 20¢ to 50¢ a night.

Some of the shelters, including the Wayfarers' Lodge, do not admit men before evening and require that they leave early in the morning. The lodging houses of the Salvation Army, the Seaman's Friend Society, and Boston Port and Seamen, however, accept not only overnight transients, but supply rooms by the week, provide sitting rooms, recreation, and a congenial atmosphere. Boston could use a much larger municipal lodging house of modern construction and equipment, with a cafeteria, which would provide facilities not only for overnight transients and wayfarers but for men who need low cost shelter and meals during short periods of unemployment.

There are seven public lodging houses in other parts of the State. (There are two in Worcester and two in Springfield, and one in each of the following cities: Brockton, Fall River, and New Bedford.) These lodging houses all vary in their services, and the better ones are useful resources in industrial cities where men can come and go in search of work. The following is a list of the lodges inspected.

WAYFARERS' LODGE, Boston - Capacity 147 men. Operated by the Overseers of Public Welfare; provides shelter and meal tickets for breakfast.

TEMPORARY HOME FOR WOMEN, Boston - Capacity 88 women. Operated by the Overseers of Public Welfare; provides shelter and three meals a day at specified hours. Has some facilities for housing children.

RUFUS B. DAWES HOTEL, Boston - Capacity 300 men. Shelter rate, 20¢ per night. No meals served.

BOSTON INDUSTRIAL HOME, Boston - Capacity 100 men. Shelter rate, 25¢ per night. No meals served.

SALVATION ARMY SOCIAL SERVICE, Boston - Capacity 140 men. Many of the men are permanent residents and are employed as maintenance workers. The rate for transients is 40¢ for lodging and 25¢ for breakfast.

BOSTON SEAMAN'S FRIEND SOCIETY, Boston - Capacity 41 men. Shelter rates are variable. Meals available in the cafeteria.

BOSTON PORT AND SEAMEN, Boston - Capacity 50 men. Shelter rate, 35¢ a night. Meals available in the cafeteria.

THE MORGAN MEMORIAL FRED SEAVEY SETTLEMENT, Boston - Capacity 44 men. Shelter rate, 40¢ a night. No meals served. Closed during the summer months.

UNION RESCUE MISSION, Boston - Capacity 10 men. There is no charge for shelter. Food is served in the cafeteria at regular hours.

MERRIMAC MISSION, Boston - Capacity 8 men. There is no charge for shelter. No regular schedule of meals is maintained; however, when meals are served, there is no charge.

GUILD OF ST. JOHN OF GOD, Boston - This is a new mission and is not yet completely organized. Its capacity has not yet been determined. Free lunches are served daily.

RUTLAND CORNER HOUSE FOR WOMEN AND GIRLS, Boston - Capacity 18 women. Provides shelter and three meals a day at no charge, except that employed residents are expected to pay.

SALVATION ARMY, Brockton - Capacity 33 men. Transient rate, 50¢ a night. Food is available in the cafeteria.

SALVATION ARMY, Fall River - Available for occupancy only in time of disaster or fire, at which time the capacity could be made to be 40.

SALVATION ARMY SOCIAL SERVICE CENTER, Worcester - Capacity 93 persons. Shelter rate, 50¢ a night. Meals are available.

SALVATION ARMY SOCIAL SERVICE CENTER, Springfield - Capacity 124 persons. The rate is variable.

MEN'S MISSION, New Bedford - Capacity 20 men. Rate is 25¢ a night.

BETHEL HELP ASSOCIATION, Worcester - Capacity 64 men. Shelter rate, 50¢ a night. No meals are served on the premises.

CUMMINGS MEMORIAL, Springfield - Capacity 130 persons. Shelter rate is variable. Meals available.

CONCLUSION

The inspections point to the need for more supervision of public lodging houses. The correction of existing conditions does not fall within the authority or jurisdiction of this Department or any other department. The major problems relate to safety

and cleanliness, and, in order to combat these conditions, periodic inspections by the local building, fire, and health departments should be mandatory and their recommendations should be enforceable by law. From the social aspect of the problem, the community should be made more aware of the needs of this segment of the population. Many of the inhabitants of these shelters require medical care, but few, if any, receive it. With the cooperation and the supervision of the local health department, some method of providing the necessary care could be worked out. Work shops appear to be meeting the needs of some of these men but provide for far too few. A recent survey conducted by the Research Bureau of the Greater Boston Community Council indicated:

- (1) A definite lack of facilities.
- (2) The need for a centralized registration unit.
- (3) Expansion of the public participation in providing these facilities.

Conditions at the present time are no better than at the time the survey was conducted. Our inspections indicate that now more than ever the community must assume some responsibility for a solution of this pressing problem. It must be determined whether providing facilities for homeless men is the responsibility of private organizations or the responsibility of the public.

RECOMMENDATIONS FOR LEGISLATION

The following recommendations for legislation, together with drafts of bills embodying the legislation recommended, were filed with the Secretary of State on December 1st in accordance with the provisions of Section 33 of Chapter 30 of the General Laws. These drafts were submitted to the Counsel for the House as required by law.

1. AN ACT RELATIVE TO THE OWNERSHIP OF REAL ESTATE BY APPLICANTS FOR OLD AGE ASSISTANCE.

This proposed legislation clarifies the provision of the Old Age Assistance law which relates to the ownership of real estate. In an opinion of the Attorney General, dated June 24, 1947, the word "equity" as appearing in the present law was construed as being synonymous with "equity of redemption". As a result, a question arises as to the eligibility for Old Age Assistance of persons who own real estate in fee simple and not subject to a mortgage.

2. AN ACT RELATIVE TO CONSENT TO THE ADOPTION OF CHILDREN IN CERTAIN CASES.

This legislation provides for a proceeding in the Probate Court independent of a petition for adoption for purposes of determining whether the consent of the persons named in the proceedings shall be required, and further provides that in cases where it is determined that such consent is not required, notice to such person may be waived in the event of a subsequent petition for adoption. The legislation is designed to eliminate the present situation under which persons, whose consent is not required under the present law, are given notice of the adoption proceedings, thus learning the identity of the adoptive parents.

THE COMMONWEALTH OF MASSACHUSETTS

In the Year One Thousand Nine Hundred and Fifty

AN ACT REQUIRING THE APPROVAL OF THE DEPARTMENT OF PUBLIC WELFARE IN CONNECTION WITH CERTAIN PROCEEDINGS ON BONDS AND MORTGAGES GIVEN TO SECURE OLD AGE ASSISTANCE, AND MAKING CERTAIN PERSONS ELIGIBLE FOR SUCH ASSISTANCE NOTWITHSTANDING THEIR OWNERSHIP OF REAL ESTATE UPON WHICH THEY DO NOT RESIDE.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Section four of chapter one hundred and eighteen A of the General Laws, as most recently amended by chapter five hundred and twelve of the acts of nineteen hundred and forty-three, is hereby further amended by substituting for the word "equity" wherever it appears in said section, the word "interest", so that the entire section shall read as follows:--Section 4. The ownership by an applicant of an interest in vacant land from which no income is derived, or the ownership of an interest in real estate by an applicant who resides thereon or who, in the opinion of the board, is residing elsewhere than on such real estate because of physical or mental incapacity, shall not disqualify him from receiving assistance under this chapter; provided, that if such interest, computed on the basis of assessed valuation, exceeds an average of three thousand dollars during the five years immediately preceding his application, the board of public welfare of the town rendering such assistance, or the bureau of old age assistance established by such board, shall, through the appropriate town official, require such applicant to execute a bond in a penal sum equal to the amount of the interest in excess of three thousand dollars, running to the treasurer of the town, conditioned on repayment to such town of all amounts of such assistance, without interest, such bond to be secured by mortgage of the applicant's real estate. Proceedings to realize upon any such bond or mortgage shall be brought only with the written approval of the department, which shall be granted upon application, except in any case where such a proceeding would, in the opinion of the department, result in undue hardship or would be inconsistent with the purposes of this chapter. Every such bond and mortgage shall be forthwith entered for record in the proper registry of deeds or registry district of the land court, as the case may be, and the register of deeds or assistant recorder of the land court shall thereupon record or register such bond and mortgage without fee. The proceeds realized by the town from any such bond and mortgage shall be apportioned among the federal government, the commonwealth, and the town furnishing the assistance in proportion to the amount of their respective contributions, but in no case for more than the amount contributed, without interest.

THE COMMONWEALTH OF MASSACHUSETTS

In The Year One Thousand Nine Hundred and Fifty

AN ACT RELATIVE TO CONSENT TO THE ADOPTION OF CHILDREN IN CERTAIN CASES.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 210 of the General Laws is hereby amended by inserting after section 3 the following section:--SECTION 3A. The department of public welfare or an incorporated charitable agency principally engaged in child placing may commence a proceeding, independent of a petition for adoption, in the probate court of Suffolk county in the case of the department or of the county in which its office is maintained in the case of an incorporated charitable agency, to establish whether or not the consent of any person named in the previous two sections shall be required to any subsequent petition for adoption of a child in the care or custody of such department or incorporated charitable agency, notice of such proceeding to be given to such person in such form as shall be prescribed by court. If the court finds that such consent is not required, notice to such person under the following section shall not be required on any petition for adoption of such child subsequently sponsored by the department or said incorporated charitable agency, nor shall the consent of such person to such petition be required.

SECTION 2. Section 4 of chapter 210 of the General Laws is hereby amended by striking out section 4 and inserting in place thereof the following section:--SECTION 4. If the written consent required by sections two and three is not submitted to the court with the petition, the court shall, except in cases where a proceeding under section three A has determined that such consent and notice is not required, order notice by personal service upon the parties of an order of notice, in such form as shall be prescribed under section thirty of chapter two hundred and fifteen, or, if the parties are not found within this commonwealth, by publication of said order of notice once in each of three successive weeks in such newspaper as the court orders, the last publication to be seven days at least before the time appointed for the hearing, and the court may require additional notice and consent. But if such child is of unknown parentage and is a foundling, publication as herein set forth shall not be required; but notice of the petition shall be given to the department of public welfare.

PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1949

PART II

PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

Supervisors

Miss Florence G. Dickson

Mrs. Muriel A. Leary

Miss Mary C. Robinson

Government supervision of Massachusetts charitable corporations is specifically provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the Department are explained and the extent of the year's work with relation to these several statutes is shown.

INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.), Chapter 180, section 6, as amended, provides that the Department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in the case of societies presenting a charitable purpose in their application for a certificate of incorporation.

During the year ending June 30, 1949, 17 applications for charters have been referred to the Department under the provisions of this statute. The Department has completed its investigation, given hearings and reported on 30 applications, including 13 received prior to the beginning of the year.

Favorable action has been taken by the Commissioner of Corporations and Taxation on 14 applications, as listed below. All these have been approved and charters issued.

- Arabkir Union of New England, Inc.
- Beverly Hospital Research Foundation
- Camp des Alpes-Maritimes, Incorporated
- Children's Foundation, Inc., The
- Children's Medical Center, Inc., The
- Deed Club, Inc.
- Franciscan Monastery of St. Clare, Lowell, Mass., The
- Lowell Girls Club
- Lowell United Jewish Appeal, Inc.
- National Shoe Foundation for Disabled Feet, Inc.
- Ruth F. and Alfred E. Gutman Fund, Inc., The
- Sadie S. and Nathan H. Friedman Fund, Inc., The
- Saint Paul's Institution Inc.
- Tobey Old Ladies Home, Inc.

Four additional petitions have been acted upon by the Commissioner of Corporations and Taxation, and charters denied. These are:

- Cantabrigian Youth Foundation, Inc.
- Church of Personal Experience, Inc.
- Eureka Alpha Grand Lodge of A.F. & A.M. Scottish Rite
Colored Masons of Massachusetts, Inc.
- Grand Lodge of Massachusetts Camp Inc., Independent Order
Sons of Italy

SUPERVISION OF MASSACHUSETTS CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 71 inspections involving many consultations and visits to institutions.

There have been 660 inquiries regarding particular charities and general matters pertaining to the field of private charity.

ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 180, section 12, as amended, provides that a charitable corporation incorporated within this Commonwealth must make to the Department an annual financial return, on or before the first day of June in each year.

Chapter 354 (Section 2) of the Acts of 1948 amends this law, providing that the Department must now report all corporations that have failed to file a report for two successive years, to the Attorney General, for recommendation for dissolution by the court of proper authority.

Reports filed by charitable corporations become public records and are available at the office of the Bureau of Incorporated Charities for consultation by any interested person.

NUMBER AND CLASSIFICATION OF MASSACHUSETTS CHARITABLE CORPORATIONS

Of the 1,510 charitable corporations which made returns to the Department during 1949, 124 are homes for the aged; 146 are hospitals, sanatoria and other institutions for the sick; 149 are nursing societies and other health agencies; 262 are agencies giving family service and relief; 124 are child-serving agencies; 215 are youth agencies; 91 are settlements and neighborhood centres; and 173 are federations, foundations, and community chests. The remaining 226 form a miscellaneous group chiefly eleemosynary in their nature.

CORPORATIONS DISSOLVED

In 1949, ten corporations that had been reporting to the Department were dissolved by Decree of the Supreme Court. The list follows:

Cardinal Gibbons Club
Dartmouth Defense and Health Corporation
Fathers and Mothers Club, The
Hebrew Ladies Helping Hand Society of Taunton, The
Ingleside Corporation, The
Liberal Arts, Incorporated
New Bedford Family Welfare Society
Ring Sanatorium and Hospital School for
Nurses, Incorporated
Warren Committee, Inc.
Worcester District Community Center for Aiding
Transfusions, Inc.

FOREIGN CHARITABLE CORPORATIONS

A foreign corporation is defined as one organized or chartered under laws other than those of Massachusetts, for a purpose for which domestic corporations can be organized under Chapter 180 of the General Laws. General Laws (Ter. Ed.), Chapter 180, section 12A, as amended, requires a foreign charitable corporation before engaging in charitable work or raising funds within the Commonwealth to file with the Department (1) a certified copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Thirty-nine (39) corporations organized outside Massachusetts were registered with the Department under the provisions of this statute during the year, and filed reports.

CHARITABLE TRUSTS

General Laws (Ter. Ed.), Chapter 68, section 15, as amended, provides that all trustees who hold and administer property within the Commonwealth for charitable purposes shall make an annual report to the Department on or before June first. Three hundred ninety-seven (397) reports were filed under the provisions of this law during the year.

NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute. Inspection of the corporation does not necessarily mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the Department approves or in any sense commends its work. Furthermore, listing of an agency in the Department files does not constitute accrediting.

PART III

DIVISION OF CHILD GUARDIANSHIP

Annual Report for the Year Ending June 30, 1949

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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Decentrali- zation

The past year has seen the virtual completion of the decentralization, as planned, of the child-placing work of the Division. At the opening of the year all five branch offices were functioning, but what was left of the original office covering the state had not been shaped up as the Greater Boston district office and the state office. In part, this was due to the need of key positions in the district office - requests for three head social workers having been denied in the budget acted upon by the Legislature in the Spring of 1948. After the new year began, the use of Child Welfare Services funds to set up these positions temporarily was arranged, but it was December 1st before it was possible to make appointments. Gradually the Greater Boston district office, by far the largest of six (handling 45% of the agency's intake and 33% of its placements) took shape; leaving of the child-placing work only that with mentally defective children and that of placing for adoption undecentralized and under the immediate supervision of the Assistant Director. Not only was the staff in each of these groups too few to be scattered among the district offices, but it was felt that they should not be decentralized because of the importance of developing expertness which could be better achieved by the close working together of the staff within each group around sharing experience in their specialized functions.

The Division's Nursery in Joy Street for the reception care of infants was eliminated as of the last day of the year. Since it had originally served the undecentralized agency, whereas the Greater Boston district had only 45% of the total intake, and since there had been for several years no use of the Nursery for overnight care, it was decided that maintaining the plant was unnecessary. Thus, the reception suite in the State House was re-arranged to set aside room for the reception care of infants, and the matrons were put on a straight salary basis without maintenance.

At the year's end, plans were underway for the decentralization also of the Division's work in licensing private boarding homes for children.

Personnel

All requests for additional personnel to be appointed during the past year were denied by legislative action on the budget requests. Thus, the needs of the Division are far from being met if caseloads are to be reduced to where more adequate service to the children is available. However, in addition to the three head social workers already mentioned as needed to complete the decentralization of child-placing, two additional social workers to carry through the plans for

expanding work in adoption placing were temporarily secured through Child Welfare Services funds, as anticipated. (cf. last Annual Report.)

The twenty provisional social workers reported on a year ago took, during the past year, the Civil Service examination. By the time certifications from it were made, there were thirty-three appointments to be made to cover vacancies or jobs filled only provisionally. The time and care originally expended in the selection of the provisional appointees seemed to have been well spent when it was found that all had passed the examination and only two were not high enough on the list to be appointed.

One staff member, an assistant district supervisor, was on full-time educational leave this past year, working to complete requirements for a Master's degree in social work.

In-Service Training Program

Two years ago was reported the important fact of the establishment of the position of Child Welfare Training Supervisor (through the use of Federal funds). Thanks to this, there has been a substantial development of the training program in the Division of Child Guardianship, including the orientation of new staff members, strengthening contributions of the supervisory staff, building up learning attitudes in the staff and some direct work with the casework personnel.

The orientation of new staff members has been a major responsibility of the Training Supervisor. There have been variations in the plans, based upon the prior training and experience of individuals. Thus, they have had from two days to two weeks in the central office with the Training Supervisor, followed by several months on their first assignments in which extra supervisory time was given them by their immediate supervisors. Supervisors and assistant supervisors have had seminars lead by the Training Supervisor for eight to ten two-hour sessions. These have been focussed chiefly on content and methods of supervision; and have also included basic work on casework philosophy and methods, with particular reference to the specifics in foster home care. There was also planned use of the Child Welfare League of America case record exhibit; planned attendance at professional conferences; the building-up and increased use of library facilities - partly, to be sure, in connection with provisional workers' preparation for Civil Service examinations, but by no means exclusively that. Special administrative needs seen in the first year resulted in a seminar for the staff transferred from the Division of Aid and Relief; and in the second year, in a seminar for the new provisionally appointed social workers; and in the third year, in a seminar for intake workers at a time when there were several workers newly assigned to intake, when the agency was trying to improve its work with parents, and when simultaneously it was experimenting in the largest (Boston) district office with integrating dependent and court intake in the hands of the same personnel.

The Training Supervisor has also been the agency's liaison person with the three schools of social work which have had six students in field placements here during the past year. She has also assisted the Director with the preliminary interviewing, securing references, etc. in connection with the selection of new professional staff members. The year ends sadly with the prospect of the imminent loss of the Division's first Training Supervisor who handled all these assignments with exceptional competence.

State Cars

A disappointment of the past year was the Division's inability to secure more state-owned cars for the use of field staff. Thus, a lamentable situation continues with much salaried time poorly spent in the process of using common carriers in various parts of the state. With the present prices of cars, it is understandable that many new appointees feel unable to purchase cars for use in their work. However, the requirement of a driver's license from all persons taking the last examination for social workers has been a step forward on another aspect of this problem.

Legislation

During the past year there was no new legislation affecting the Division of Child Guardianship. However, there was continued work on its part on the recodification of children's laws; and there was a change in its work as a result of Chapter 310 of the Acts of 1948.

The Division continued this past year the work which it began in the fall of 1947 (cf. last Annual Report) on needed changes in the children's laws of the Commonwealth. A staff committee composed of the District Supervisors, the Training Supervisor, the Assistant Director and Director continued analyzing many of the problems involved, and attempted solutions. It collaborated with committees on the recodification of the children's laws set up by the Greater Boston Community Council and the Massachusetts Conference of Social Work on recommendations to the Recess Commission on Recodification of Public Welfare Laws. In November 1948 there was an opportunity to speak at a hearing of the Recess Commission; but only three members were present and the Commission had not finished its work on public assistance laws then. The Division of Child Guardianship committee's statement stressed the Commission's need to consider the following points.

Re-definition of the functions of public agencies serving children in Massachusetts who need or are in danger of needing care outside their own homes in line with accumulated experience under the present laws, the needs of children and accepted philosophical concepts of public responsibility for such children.

Thoroughgoing study of the financing of public care for children placed outside their own homes, with appropriate revision and clarification of the law in this respect - considering particularly division of responsibility between state and local authorities, and the need for a uniform pattern of support of these children in the care of public agencies.

Careful review of all the laws regarding children cared for away from their own homes, with reference to insuring due regard to the natural rights of parents and the needs and rights of children - with definition of what is involved in "custody" granted to the Department or other agencies caring for children.

Complete re-writing of the law after changes based on the above are decided upon. The laws regarding children, at present scattered through several chapters, should, if possible, be brought into a single consistent, coherent chapter.

The Committee also expressed the hope that the Recess Commission (which even at the date for its expiration had not yet reached the area of child welfare legislation) would get a substantial enough extension to make a complete study and reformulation of the children's laws; or failing that, ask for the appointment of a special commission on children's laws.

Chapter 310 of the Acts of 1948 had set up the Youth Service Board to take care of delinquent children. Thus, on January 1, 1949 the Division of Child Guardianship's responsibility for such children passed to the Youth Service Board. With the approval of the Attorney General, the Board delegated to the Division of Child Guardianship, however, continued care of those delinquent children already with the Division on permanent commitments, and the care of those with it on temporary commitments until their hearing dates. It was agreed by the two agencies that this would be the best plan in the interests of the children; and would avoid the sharing of foster homes by the two agencies and the moving of children from the foster homes of one agency to those of the other. It was further worked out that whenever an important change of plan for any child whose care had been delegated to the Division needed to be made, the Division would get in touch with the Board and both would share in the planning. Another important decision, jointly reached, was that in some cases children permanently committed to the Division as delinquent might be retained in its care as dependent or neglected (if they had originally been committed as neglected) children - i.e., in any case where the child had adjusted well and for a long time shown no problems of a delinquent nature. When, in the spring, the Legislature cut the Division's board request for the coming fiscal year and granted additional funds for board to the Youth Service Board for the same period, the two agencies agreed on continued delegation of care as outlined by the Youth Service Board to the Division of Child Guardianship, but with the Youth Service Board paying for such care from July 1. With the total number of such children legally in the care of the Board, but at their delegation cared for by the Division, having dropped from 95 on January 1, 1949 to 66 on June 30, 1949, it was agreed that both agencies would look forward to the termination of this plan. Thus, the Division of Child Guardianship would change the status of as many children as warranted and keep them in care as dependent or neglected, before the Youth Service Board would plan to assume full responsibility for all those remaining as delinquent. Both agencies felt, as they had in December 1948, that sharing a foster home is generally undesirable; and the Division agreed that where sharing would not be involved, it would give to the Youth Service Board a child's foster home along with the child when the final transfers of care are planned.

Support
Received
for
Children

Moneys collected for the support of children in the care of the Division during the past year totaled \$496,441.36. Of this \$225,169.23 were received from cities and towns where dependent children had settlement; there were received from parents \$121,737.33, of which \$85,555.33 came through probation officers as a result of support orders made by the courts; the rest came principally from such Federal agencies as Old Age and Survivors' Insurance and the Veterans Administration.

CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

The year closed with 6,242 children in care, 26 more than the year before, thereby continuing for a second year a rising caseload, which during the eight previous years had been decreasing. While there was little change in the number of children coming into care, 970 having been received this year compared to 959 the year before, there was a marked change in the classification of these children, with 55% coming as neglected, 41% as dependent and 4% as delinquent - whereas in the previous year 64% had been neglected, 29% dependent and 7% delinquent. Temporary neglect commitments fell off by 78, while dependent admissions under Section 38 increased by 104. This shift is favorable not only because a voluntary plan of admission is to be preferred over an authoritative removal of the child from home, but also because in the former group of cases the Division has an opportunity to make full study of the situation before receiving the child, which is not usually possible in the latter group of cases.

Altogether 944 children were discharged from care, 53 more than the year before. This increase, representing about 6%, parallels intake in turning upward from a downward trend of several years. Discharges to court fell off by 25, reflecting the reduction in the intake of temporary neglect cases. Discharges to parents and relatives were fewer by 23. Twenty-seven (27) children classified as delinquent were turned over to the Youth Service Board. Other increases were mainly in the categories involving older children achieving independence of the agency.

Among the 6,242 children in care at the end of the year, there was little change in sex, age and religion from the previous year. The proportion of children in foster homes, however, increased from 68.1% to 69.3%, with the proportion at board increasing from 32.5% to 35.3%, and at clothing from 83.7% to 85.4%. This change in distribution continues last year's increase and is significant not only for the additional expense involved, but especially for the success of the policy of continuing board allowances beyond the age of sixteen to permit children to complete high school. The median length of stay with the Division, 4.3 years, is a little shorter than last year which was 4.7 years.

While there were many adjustments connected with the newly completed decentralization plan which had to be worked through, and while the operation of the Boston office was seriously affected by the lack of two head social workers not made available until January, it was possible during the year to take action on a wide range of problems affecting services to children.

In the area of intake four significant developments took place:

- (1) A beginning was made in integrating the services to dependent and neglected children which traditionally had involved a thorough intake study by a special investigating staff in the case of dependent children, but no investigation in the case of neglected children, knowledge of these cases having been limited to that secured at the district court hearing on the day of commitment where the Department is represented by men workers whose principal time is involved with supervision of older boys in foster care. This difference in handling is hard to justify, since, whether the child is neglected or dependent, there is equal need for understanding of the case situation to assure that the decision to remove child from home is sound and to plan adequately for the child's future if he is received. In the Boston and Brockton offices, intake workers are

now handling both neglect and dependent cases, and as time permits, the study of the neglect case approximates that of the dependent case. To make a plan for adequate integrated intake truly operable, however, in these two offices and on a state-wide basis, substantial staff additions are necessary.

- (2) On invitation of the Massachusetts Society for the Prevention of Cruelty to Children, which brings a substantial proportion of neglect cases before the court, there was a clarification of working relations with that agency which resulted in an agreement that the MSPCC would notify the Division of possible neglect commitments well in advance of the court hearing, would provide the Division with case summaries, and would participate with the Division and other interested agencies in a pre-hearing conference on the case. In addition, there was an exchange of thinking on the content of the prior-to-commitment case work-up.
- (3) The Division influenced by the fact that additional resources had been made available to the Department of Mental Health for the care of mental defectives adopted a policy of refusing applications for the care of diagnosed defective dependent children in need of institutional care. Planning for such children who require specialized care had placed a great burden on the Division and had resulted in the loss of many foster homes through overtaxing the foster mother.
- (4) Administrative tools were devised for the better control of action on applications for the care of dependent children, and supervisory review of cases pending at the end of the month was adopted as a regular procedure to insure against unwarranted delays.

There was full consciousness of the inadequacy of the Division's case work with the parents of children in care. With their heavy caseloads and home-finding responsibilities, workers have never been able to maintain contact with the children's families for purposes of sustaining parental interest and to work toward the return of the children when this is feasible. This year a beginning step on this problem was taken when workers were assigned responsibility for work with the family on a very few selected cases. The purpose here largely was to give the worker an opportunity to see the case as a whole, and through this contact with the child's family situation to be in a better position to understand the child and to help him with his feelings about his family and separation from it. The practical matter of securing support from parents was also reckoned with. More emphasis was placed on getting a support order or agreement for children committed by the courts. A system was devised of photostating quarterly, support accounts kept by the Bureau of Accounts for forwarding to district offices to enable district office personnel to follow-up on these collections. While responsibility here was placed with the intake staff, with their other pressing duties, necessarily collections often will be handled perfunctorily - if at all. Although \$20,000 more was received for support from parents this year than last year as a result of these efforts, much remains to be done. The lack of staff time to work with parents with reference to support, and of more importance, to preserve and develop for the child any values in his own home is a problem of major proportion in the Division.

During the year there was careful scrutiny of the Division's activity in homefinding, a vital part of the program, since in the last analysis, the welfare of the children while in care is largely dependent on the kind of homes

chosen for them. The importance of sustained activity in recruiting leads for new homes was recognized; administrative devices for insuring follow-up on leads were developed; and special attention was given to the actual content of the investigation of the home, particularly in relation to achieving fuller understanding of the intangible but highly significant factors such as personality of the foster parents, family relationships and motivation in taking a child. A minimum of two interviews with prospective foster parents was set up as standard practice, and the personal interview with references was given more emphasis, especially with questionable ones, whereas previously quite full dependence had been placed on the written reference. There was clarification of what is involved in supervisory approval of a worker's investigation, and mechanics were set up to prevent the use of homes without a completed written report on the home study formally approved by the supervisor. A concrete accomplishment was the approval of 585 boarding homes during the year, 211 more than last year.

There were a number of special developments related to the supervision of children in care. So that foster parents would not be left alone to handle serious emergencies occurring at night, over weekends and on holidays, all foster parents were given the home telephone numbers of the responsible worker and supervisor to be called in such emergencies. Practice in having children secure dental attention at least annually was tightened up since there had been lapses in this previously, and the Division adopted as a guide in approving dental bills the tentative fee schedule worked out this year by the Department in cooperation with the Massachusetts Dental Society. With the concern about overcrowding of foster homes and the continued general shortage of homes, a requirement was made for the approval by the supervisor of any placement bringing a fifth child in a foster home. All homes having nine or more children were visited by a supervisor who took responsibility for making an individual evaluation of the situation and decision as to the future use of the home. Some of these large homes were found to be meeting the children's needs well; others were definitely overcrowded, offering little but custodial care, hence plans for replacing the children were made. The year's end saw a substantial decrease in children placed in homes caring for five or more children, 327 children being so affected, compared to 1,075 in the previous year. A modification of practice was made regarding the supervision of older boys who previously on reaching their twelfth birthday automatically transferred from a woman worker's supervision to a man worker, the boy remaining on in the same home. This automatic transfer was eliminated since often it resulted in an undesirable splitting of a family of children between two workers or an unnecessary change in worker when a good relationship had been established and when a man's supervision was not particularly indicated. Except where administrative necessity dictates that a man's caseload be increased or a woman's decreased, the question of transfer is now decided on a casework basis.

More attention was given than ever before to adoption placements and planning for children of unmarried mothers. Heretofore it had not been possible to keep in regular touch with the unwed mother to stimulate her in planning for the child. Frequently her contact with the child lapsed with the child drifting on in boarding care, moving from one home to another and never developing relationships of any significance. Adoption placement of such children in infancy would have given the child the basic security and opportunity for normal family life to which every child is entitled. This year an attack was made on this problem. Cases of all dependent illegitimate children under three years of age were singled out. Responsibility was given to dependent investigators for making quarterly contacts with the mothers of these children in the interest of bringing the mother to a conclusion about the future plan for the child, either to take the child into her own home or that of relatives or to surrender him for adoption. Some problems difficult of resolution are emerging from this activity: the mother's attitude in wanting adoption can be crystallized only to find that the child is unadoptable

because of mental or physical defect; the mother with little to offer her child decides that she will take her child, and the child is faced with returning to an unsatisfactory home situation; the mother is unwilling to surrender her child neither will she make another plan for him, with the Division left to decide how far it will go in forcing the issue. These, however, represent problems to be worked through. Meantime, the future of many other children is being planned for thoughtfully and in keeping with the best interests of both mother and child.

This activity with the unmarried mother group was well timed to tie in with the work of the newly expanded adoption unit responsible for the placing of children for adoption, which unit by the end of the year was staffed with a supervisor and seven workers. During the year, 230 children were referred to this unit for consideration of adoption placement. While conclusive action could not be taken on all these cases by this unit just gearing into action, 71 children were placed for adoption. Other children found to be eligible for adoption could not be placed because of the unavailability of homes interested in children of unusual nationality and racial backgrounds. It has also been particularly hard to find homes for the somewhat slow child whose educational achievement will necessarily be modest. With the additional time going into adoption planning there has been a change from the old philosophy of considering only "the perfect child" for adoption. The Division is now working out adoption placements for children with physical handicaps, with poor family background, provided the child himself is stable and well adjusted, and for children well beyond school age; also for some whose parents are unwilling to consent to adoption, but who are incapable themselves of adequately caring for the children.

In a sense, this year marks a high point in the history of the Division's program of direct care, since it has shown what can be accomplished now that decentralization has been completed and organization stabilized. There is no cause for complacency, however, since many serious problems remain to be worked out. Provision of additional staff is essential if these children, so seriously handicapped by the loss of their own homes, are to be adequately served.

CHILDREN RECEIVED INTO CARE July 1, 1948 to June 30, 1949

Age - by Sex and Religion

Status - by Sex

| Age | Total | Cath. | | Prot. | | Other | | Status | Total | Boys | Girls |
|----------|-------|-------|-----|-------|-----|-------|---|------------------------|-------|------|-------|
| | | E | G | E | G | E | G | | | | |
| All ages | 970 | 353 | 251 | 191 | 154 | 7 | 9 | All Statuses | 970 | 556 | 414 |
| 0-1 | 138 | 37 | 34 | 30 | 33 | 1 | 3 | Dependent - Section 14 | 1 | 1 | 0 |
| 1 | 27 | 41 | 21 | 13 | 12 | 4 | 1 | Dependent - Section 22 | 51 | 21 | 30 |
| 2 | 66 | 29 | 14 | 11 | 11 | 0 | 1 | Dependent - Section 23 | 8 | 3 | 5 |
| 3 | 65 | 21 | 15 | 17 | 12 | 0 | 0 | Dependent - Section 33 | 337 | 190 | 147 |
| 4 | 63 | 25 | 17 | 11 | 9 | 1 | 0 | Neglected - Permanent | 225 | 123 | 102 |
| 5 | 46 | 16 | 7 | 13 | 8 | 1 | 1 | Neglected - Temporary | 306 | 165 | 121 |
| 6 | 56 | 13 | 25 | 0 | 10 | 0 | 0 | | | | |
| 7 | 43 | 19 | 9 | 3 | 7 | 0 | 0 | Delinquent - Permanent | 3 | 3 | 0 |
| 8 | 67 | 26 | 20 | 14 | 7 | 0 | 0 | Delinquent - Temporary | 39 | 30 | 9 |
| 9 | 50 | 19 | 18 | 0 | 10 | 0 | 1 | | | | |
| 10 | 51 | 19 | 16 | 14 | 2 | 0 | 0 | | | | |
| 11 | 50 | 19 | 13 | 13 | 5 | 0 | 0 | | | | |
| 12 | 54 | 25 | 12 | 0 | 8 | 0 | 1 | | | | |
| 13 | 44 | 21 | 9 | 9 | 4 | 0 | 1 | | | | |
| 14 | 39 | 16 | 7 | 7 | 9 | 0 | 0 | | | | |
| 15 | 22 | 8 | 9 | 1 | 4 | 0 | 0 | | | | |
| 16 | 11 | 4 | 5 | 0 | 2 | 0 | 0 | | | | |
| 17 | 2 | 0 | 0 | 1 | 1 | 0 | 0 | | | | |

CHILDREN DISCHARGED July 1, 1948 to June 30, 1949

Reason for Discharge - by Sex

| <u>Reasons</u> | <u>Total</u> | <u>Boys</u> | <u>Girls</u> |
|---|--------------|-------------|--------------|
| All Dispositions | 944 | 562 | 382 |
| To Court | 212 | 132 | 80 |
| To Parents | 147 | 25 | 52 |
| To Armed Forces | 125 | 125 | 0 |
| Became of Age | 96 | 25 | 71 |
| Committed to State Schools for Mentally Defective | 75 | 41 | 34 |
| Married | 66 | 3 | 63 |
| Became self-supporting | 55 | 37 | 18 |
| To Relatives other than Parents | 46 | 25 | 21 |
| Adopted | 33 | 17 | 21 |
| To Youth Service Board | 27 | 26 | 1 |
| To Place of Settlement | 13 | 0 | 7 |
| Bailed | 12 | 8 | 4 |
| Whereabouts Unknown on June 30 | 11 | 10 | 1 |
| Died | 10 | 5 | 5 |
| Committed to Correctional Schools | 6 | 4 | 2 |
| Other | 5 | 3 | 2 |

CHILDREN UNDER CARE ON June 30, 1949

Ages - by length of time under care

| Age | Years under care | | | | |
|-----|------------------|-----|------|------|-------------|
| | Total | 0-1 | 1-4 | 5-9 | 10 and over |
| All | 6249 | 612 | 2202 | 1774 | 1461 |
| 0-1 | 83 | 83 | | | |
| 1 | 170 | 104 | 66 | | |
| 2 | 174 | 59 | 115 | | |
| 3 | 226 | 56 | 170 | | |
| 4 | 278 | 58 | 220 | | |
| 5 | 282 | 41 | 197 | 44 | |
| 6 | 322 | 42 | 192 | 88 | |
| 7 | 310 | 40 | 141 | 129 | |
| 8 | 370 | 44 | 165 | 161 | |
| 9 | 366 | 51 | 127 | 188 | |
| 10 | 417 | 52 | 133 | 190 | 42 |
| 11 | 401 | 36 | 113 | 165 | 82 |
| 12 | 434 | 41 | 132 | 136 | 125 |
| 13 | 434 | 41 | 90 | 150 | 145 |
| 14 | 403 | 26 | 98 | 121 | 158 |
| 15 | 369 | 22 | 73 | 93 | 181 |
| 16 | 372 | 10 | 73 | 112 | 177 |
| 17 | 327 | 5 | 46 | 83 | 193 |
| 18 | 231 | 1 | 26 | 61 | 143 |
| 19 | 166 | - | 10 | 26 | 130 |
| 20 | 111 | - | 1 | 27 | 83 |
| 21 | 2 | - | - | - | 2 |
| NR | 1 | - | 1 | - | - |

Status - by sex

| Status | Total | Boys | Girls |
|------------------------|-------|------|-------|
| All Statuses | 6249 | 3271 | 2978 |
| Dependent - Section 14 | 4 | 1 | 3 |
| Dependent - Section 22 | 419 | 223 | 196 |
| Dependent - Section 28 | 7 | 3 | 4 |
| Dependent - Section 38 | 1919 | 1072 | 847 |
| Neglected - Permanent | 3490 | 1742 | 1748 |
| Neglected - Temporary | 343 | 188 | 155 |
| Delinquent - Permanent | 47 | 33 | 14 |
| Delinquent - Temporary | 13 | 8 | 5 |
| Wayward - Permanent | 2 | 1 | 1 |
| Wayward - Temporary | 0 | 0 | 0 |

Location - by Religion

| Location | Total | Catholic | Protestant | Other |
|-------------------------|-------|----------|------------|-------|
| All Locations | 6249 | 3917 | 2304 | 26 |
| Foster Home Total | 5596 | 3483 | 2088 | 25 |
| Board and clothing | 5150 | 3220 | 1909 | 21 |
| Board | 21 | 12 | 9 | |
| Clothing | 36 | 22 | 14 | |
| Free | 99 | 43 | 50 | 1 |
| Work | 3 | 0 | 2 | 1 |
| Wage | 25 | 20 | 5 | |
| Independent | 255 | 156 | 97 | 2 |
| Other | 7 | 5 | 2 | |
| Non-Medical Institution | 144 | 103 | 41 | |
| Board and clothing | 110 | 89 | 29 | |
| Board | 2 | 0 | 2 | |
| Clothing | 11 | 0 | 5 | |
| Free | 7 | 3 | 4 | |
| Independent | 0 | 0 | 1 | |
| Medical Institution | 122 | 71 | 50 | 1 |
| Board and clothing | 17 | 14 | 3 | |
| Board | 12 | 10 | 9 | |
| Clothing | 1 | 1 | 0 | |
| Free | 85 | 46 | 38 | 1 |
| With Parents | 167 | 111 | 54 | 2 |
| With Relatives | 20 | 64 | 26 | |
| In U. S. Services | 21 | 13 | 8 | |
| Married | 2 | 2 | 0 | |
| Staff in Institutions | 23 | 20 | 3 | |
| Whereabouts unknown | 28 | 20 | 8 | |
| Other | 56 | 30 | 26 | |

INVESTIGATION OF INDEPENDENT ADOPTIONS

Although the production figures for this unit have decreased somewhat during the past year, the general picture, as far as better adoptions are concerned, has continued to improve. The added functions of enforcing the importation law and bonding, and of making investigations for other states, which were assigned to the unit in that period, are, no doubt, responsible in a large part for retarding output on petitions referred by Massachusetts courts.

During the past year the courts referred 1793 petitions (38 fewer than in the preceding year) and 1696 were investigated and reported on to the courts, or otherwise closed. The balance of 936 cases awaiting investigation at the end of the year is almost 100 more than that of last year.

It was decided during the year that responsibility for the study of requests for permission to bring children into this commonwealth from another state or country for the purpose of adoption, and the exacting of a bond in this connection (Chapter 119, Section 30-A) was logically in this unit and that function was added to the work. The same decision was made regarding requests for service from other states when they related to independent adoption investigations. The work in connection with the importation of children involves a great deal of interpretation and lengthy correspondence which has proved to be very time-consuming. Since no additional workers accompanied the new assignment, the already overloaded staff had to assume increased pressure.

Visits to the judges of the probate courts have been continued by the supervisor and the assistant supervisor with beneficial results. That there is better mutual understanding between the unit and the probate courts by reason of this exchange of experiences and thinking is evidenced by the increasing number of requests for consultation service from the judges, their approval of fuller reports, and their readiness to accept suggestions. Their thoughtful consideration of material presented leads us to believe that they have a deeper awareness of the problems involved in adoption and a desire to make the best possible disposition for each child concerned.

In last year's report we indicated that legislation which would limit the filing of adoption petitions in this commonwealth to persons residing in Massachusetts would be desirable. The experiences of the past year have confirmed our feeling that such legislation is needed. It is difficult to secure from other states as full a picture of a prospective adoptive home as can be had by direct contact in our own state. One adjoining state has refused to assist us by making home studies when there is a difference in religion between the petitioners and the children in question. Several other states have expressed concern about the number of Massachusetts children who are being independently placed for adoption in their states, and it is not unlikely that we may have further refusals when we request service.

It is still felt that there is a pressing need for legislation which would force cases to a hearing and thereby to some disposition rather than to permit them to remain pending indefinitely which sometimes happens now when the report of the Department is unfavorable.

The year has shown less pressure for hurried reports and a fuller understanding on the part of attorneys, petitioners, and parents in the matter of necessary delays. The number of requests for advice and information has continued to increase steadily, and it is hoped that as a result of the service given, Massachusetts children may have the advantage of more sound adoptions.

Statistics for Period from July 1, 1948 to June 30, 1949

| | | |
|----------------------------------|-------------|------|
| Cases pending June 30, 1948 | 839 | |
| New Petitions referred by Courts | <u>1739</u> | |
| (July 1, 1948 to June 30, 1949) | | 2632 |

| | |
|--|------|
| Cases closed July 1, 1948 to June 30, 1949 | 1696 |
|--|------|

| | |
|--|------|
| Investigated and reported to Courts | 1576 |
| Not investigated (withdrawn or otherwise eliminated) | 120 |

| | |
|-----------------------------|-----|
| Cases pending June 30, 1949 | 936 |
|-----------------------------|-----|

| | |
|-------|------|
| Total | 2632 |
|-------|------|

Reports to Courts on completed investigations covered adoption petitions for

| | |
|---------------------------------|-----|
| <u>Legitimate children</u> | 779 |
| By relatives | 615 |
| By persons other than relatives | 164 |

| | |
|---------------------------------|-----|
| <u>Illegitimate children</u> | 796 |
| *By maternal relatives | 343 |
| By alleged relatives | 9 |
| By persons other than relatives | 444 |

| | |
|-------------------|---|
| <u>Foundlings</u> | 1 |
|-------------------|---|

Of these petitions investigated, 112 were to be withdrawn and 35 were definitely disapproved in reports to the Courts; 57 were approved with reservation and in 23 cases a further trial period was advised before completing the adoption.

(*Of these, 256 were petitions of mother and her husband.)

LICENSING OF INFANT BOARDING HOMES

Since the commissioner's plan for the decentralization of the licensing unit was prepared during the year, this will be a good opportunity to review the accomplishments of the unit from its inception in 1941 to the present. If space permitted, its success might well be illustrated with personal histories and special cases that would prove the necessity of the law. The original licensing law of 1892 was passed to abolish the infamous practice of baby-farming. This objective was achieved. This law protected children under two years of age. The 1941 legislature, hearing of the abuse of older children in foster homes, corrected the situation by raising the age group to children under fourteen years of age. Wherever these abuses exist it becomes the obligation of the state to assure protective guardianship of these children even to the extent of limiting the control of the parents and a responsibility of removing them from undeserving foster families where they are exposed to such poor environment.

We pay tribute to the many fine foster parents who take into their family circles children from broken homes, unwanted children or those who for other reasons had to be separated from their family ties. Adequate foster parents have accepted our services as advantageous to themselves and beneficial to the children. Those who manifested reluctance to our visits needed the most supervision.

The workers of the unit are constantly alert to keep children from unfit foster parents and to inform parents that their parental responsibilities do not end by merely placing their children in poor foster homes. Approximately twenty per cent of the applicants for boarding home licenses during the first year of operation were either refused a license or were persuaded to withdraw their applications. This high rate has continued each year. Each year, children have been removed from foster homes because they have been abused or neglected, and each year wayward parents have been made to recognize their duties towards their children.

The unit has often had to protect the rights of well-meaning parents. This year two unscrupulous foster parents refused to return boarded children to their natural parents. Even more distressing two courts were willing to entertain petitions for the foster parents to retain their custody. After great anxiety and expense the children were eventually restored to their families.

The purpose of the licensing law is to protect a child living apart from a relative or guardian. The operation of the law is simple and yet comprehensive and has been carried on satisfactorily so that its accomplishments exhibit efficiency and benefit to the individuals involved, to the communities served, and to the commonwealth. The work of the clerical and professional staffs of the licensing unit has been pursued systematically and diligently. The children in foster homes have been protected. The licensing unit looks back with satisfaction upon what it has done and forward with anticipation of a greater contribution for the public welfare.

GENERAL SUMMARY

| | |
|---|------|
| Children reported in foster homes 1948-1949. | 7973 |
| Placed by agencies | 2310 |
| Placed privately | 5663 |
| Boarding homes listed 1948-1949. | 7694 |
| Boarding homes used during 1948-1949 | 6012 |
| Agency homes | 1962 |
| Private homes. | 4050 |
| Boarding homes visited | 3353 |
| Applications pending June 30, 1948 | 170 |
| Application blanks issued during the year. | 878 |
| Applications worked on during the year | 1048 |
| Applications disposed of during the year | 890 |
| a. Withdrawn before action by the Board of Health | 272 |
| b. Withdrawn after action by the Board of Health. | 100 |
| c. Licenses granted | 470 |
| 1. Agency licenses. | 127 |
| 2. Private licenses | 343 |
| d. Licenses refused | 48 |
| Applications pending June 30, 1948 | 150 |
| Licenses revoked | 1 |
| Children removed under Chapter 112, Section 14 | 1 |
| Children removed under Chapter 112, Section 23 | 8 |
| Foster mothers brought to court. | - |
| Complaints on homes received and investigated. | 141 |
| Newspaper advertisements checked and followed. | 4138 |
| Notices to homes rejected by DCC Homefinders | 646 |

SOURCES OF COMPLAINTS REGARDING INFANT BOARDING HOMES

RECEIVED AND INVESTIGATED 1948-1949

From:

| | | |
|--------------------------|----|------------|
| Interested Individuals | | 59 |
| Parents and Relatives | 20 | |
| Anonymous | 15 | |
| Neighbors | 12 | |
| Foster mothers | 3 | |
| Churches | 1 | |
| Private Agencies | | 49 |
| SPCC | 42 | |
| Child Placing Agencies | 7 | |
| Public Agencies | | 26 |
| DCG | 11 | |
| Boards of Health | 5 | |
| School Departments | 4 | |
| Boards of Public Welfare | 3 | |
| District Nurses | 2 | |
| Girl's Parole | 1 | |
| Enforcement Agencies | | 4 |
| Police | 3 | |
| Courts | 1 | |
| Hospitals | | 3 |
| | | <u>141</u> |

RESEARCH AND STATISTICS

During the year some of the plans of the Division's newly established Research and Statistics unit within the Department's Bureau of Research and Statistics became part of a regular program.

STATISTICS

In order to fulfill most effectively its function of supplying current and pertinent information to those concerned with the administration of such a large agency, the section on statistics should base its reports on its own central children's files. The immediate establishment and conduct of such a resource was prevented by limitations of space, equipment and personnel. Meanwhile, the information on children and services is based on report forms devised or revised by the section, and social workers and supervisors are relied upon to fill them out. Such demands upon the staff are perforce limited in content and frequency; nevertheless, much can be done by the section, within those limits, in supplying statistical bases for administrative decisions. For example, an administrator's desk book was compiled, containing monthly reports of caseload and characteristics of children under care, in intake and those discharged. This involved the establishment of a system of regular reporting of all data considered useful, continuing long-established series, and inaugurating new. In addition, assistance is given in developing records as administrative aids within the various units of service and as bases for statistics on the whole Division.

Through improvements already in effect, the Division is better able to meet requests of wider planning agencies, such as Community Councils, and especially the Children's Bureau, for state-wide and sectional data on child welfare services rendered by public agencies.

The unit's activities in statistics include preparation of an annual report on characteristics of children, and assistance with factual data in the preparation of the annual budget.

RESEARCH

Throughout the year four major studies were undertaken.

- (1) Functions of Dependent Intake Investigations Section. An inquiry to enable supervisors to improve this service.
- (2) Clothing Costs. An inquiry into alternative methods of furnishing clothing to children.
- (3) Caseload Standard. A proposed method of determining standard caseload for visitors in the child placing unit.
- (4) Licensing Infant Boarding Homes. An inquiry into administrative problems in decentralizing this unit.

Special minor reports are made from time to time for administrative use, and this use of the unit is becoming increasingly prominent as administrators and supervisors realize the assistance the unit can give.

CHILD WELFARE SERVICES

Supervision of the three local Child Welfare offices in Webster, Southbridge and West Fridgewater was continued this year but the latter unit was temporarily closed in May 1949 as the worker resigned to join the staff of the Division. A total of 710 children received case work service in their own homes this year from the local child welfare workers.

The Child Welfare committees in all three groups of towns were very active this year. The membership of these committees were drawn from all the organizations interested in the health, education and well-being of children in the various communities. The purpose of the committees is to stimulate interest and interpretation of the child welfare services program locally as well as a broader interest in the welfare of children in general. Films relating to parent education and child development were shown and many of the organizations contributed toward the cost of the films. Through the efforts of the committee in one town, an initial appropriation to the support of the service was made. Another community which had participated financially from the beginning of the program failed to appropriate any money because of lack of understanding. When the community thought that the service might be lost to them, the child welfare committee circulated a petition for a special town meeting, with the result that the usual appropriation was made. Another adjoining town took action in the same manner and succeeded in getting an initial appropriation at a special town meeting. The child welfare committee of the oldest unit celebrated its tenth birthday near the end of the year.

Services to rural children in their own homes continue to be an outstanding need in this state; but to convince all the citizens of this need is a slow educational process. It is hoped that with further understanding of the value of preventive case work services to children in their own homes, the various towns will be willing to participate financially to a much greater degree in the future.